

**Annual Report of the  
Congressional Research Service  
of the Library of Congress  
for Fiscal Year 2006**

**to the Joint Committee on the Library  
United States Congress**

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Daniel P. Mulhollan  
Director

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## I. CRS SERVICE TO CONGRESS

The Congressional Research Service (CRS) supports Members and committees of Congress through all stages of the legislative process. The unique CRS mission is to provide comprehensive, authoritative, and reliable analysis, research, and information services that are timely, objective, nonpartisan, and confidential, thereby contributing to an informed national legislature.

### THE CRS TRADITION

The comprehensive support CRS provided to Congress this past year reflects the continuing, unbroken history of this CRS singular mission. It began in 1914 when Senator Robert LaFollette and Representative John M. Nelson, both of Wisconsin, promoted the establishment of a special reference unit in the Library of Congress whose sole purpose was to respond to congressional requests for information. Creation of this unit reflected progressive era ideas about the importance of acquiring knowledge for an informed and independent legislature. With enactment of the Legislative Reorganization Act of 1946, the Legislative Reference Service was given permanent authorization to assist Congress primarily by providing facts and publications and by transmitting research and analysis done largely by other government agencies, private organizations, and individual scholars.

In 1970 Congress passed the Legislative Reorganization Act, which changed the Legislative Reference Service to the Congressional *Research* Service, increased its resources, and directed CRS to devote more of its efforts to doing research and analysis to assist Members of Congress in direct support of the legislative process. With this legislation, a new category of service was requested to be performed by CRS – assisting committees with the research and other assistance they needed. Today CRS provides a full range of research and information services to both Members and committees of Congress.

CRS staff works closely with Members and committees as lawmakers identify and analyze issues, formulate policy, and assess programs. Analysts provide expertise in foreign affairs and defense, economics, law, science, political science, and social policy. CRS covers the operations and procedures of both chambers, legislative processes for the federal budget and appropriations, and constitutional issues relating to policy and congressional operations including separation of powers, impeachment, electoral procedures, and federalism. CRS services include in-depth policy analyses and tailored research used, for instance, in examining legislative proposals or analyzing the consequences of those proposals. CRS staff also provides personal consultations, delivers testimony, and presents seminars on public policy issues on the congressional agenda.

In FY2006 the CRS Director placed major emphasis on objectivity, a cornerstone of the Service's mission. Commitment to the highest level of analytic rigor and service without partisan bias is what Congress expects of CRS. A recurring theme throughout the year in meetings between the Director and CRS divisions and offices as well as a management retreat was the importance of preserving and protecting this core value of CRS – assuring Members of Congress that the analysis and information CRS offers is objective and nonpartisan.

### PERFORMANCE ATTRIBUTES

An important aspect of CRS planning this fiscal year was mandated by House and Senate committee reports on legislative branch appropriations, namely, that in 2006 each legislative branch



entity set forth its performance plan for the fiscal year, in keeping with the spirit of the Government Performance and Results Act (GPRA). In response, the CRS performance reporting system documented outcomes that directly relate to the agency's mission. The Service thus enhanced its accountability to Congress by implementing a more extensive, systematic, and comprehensive approach to assessing its work and reporting those assessments to Congress. CRS identified key performance attributes that derive largely from current practices, have direct linkages to its statutory mission, and are essential to achieving that mission:

- ***Relevance.*** Relevance assures direct and immediate usefulness of CRS support for Congress. CRS work and expertise that align with the ongoing policy-making work of Congress must meet the immediate and continuing needs as they arise from the congressional agenda and the legislative process.
- ***Quality.*** High-quality CRS work and expert consultations contribute significantly to congressional attempts to resolve difficult policy issues. The legislature must have the country's best thinking when addressing the nation's policy problems. High-quality, authoritative work gives Congress confidence in CRS as a source on which it can rely.
- ***Accessibility.*** Congressional access to the full range of CRS expertise promotes active and productive use of CRS capabilities and its experts on an ongoing basis, as congressional policy-making needs arise and evolve.
- ***Management Initiatives.*** Management oversight and initiatives ensure that limited CRS resources are used with the greatest effectiveness and efficiency. Management success in acting on strategic opportunities increases the depth and breadth of support CRS provides Congress across the range of policy concerns on its agenda.

A number of goals accompany these performance attributes, ranging from research goals to align CRS work with ongoing needs of Congress, provide objective and nonpartisan support across all active policy areas, and assure Congress ready access to CRS expertise, to management goals that contribute to the efficiency and effectiveness of CRS resources.

## OUTLINE OF THIS REPORT

The remainder of this report describes highlights of CRS legislative research on key policy issues before Congress and management initiatives during FY2006. Included also are budget components, descriptions of human resources and staff development, types of support provided, CRS organizational structure, personnel changes and actions, and a list of CRS products prepared during the fiscal year.



## II. FY2006 HIGHLIGHTS IN LEGISLATIVE SUPPORT

Congress worked under extraordinary pressures in fiscal year 2006. Besides addressing continuing issues at home and abroad, legislators faced many unanticipated policy concerns that drew on already strained resources – including escalating requirements of the war in Iraq and Afghanistan, hurricane-related recovery and rebuilding, control of mandatory spending through the budget reconciliation process, and Supreme Court nominations. CRS worked with Congress during those demanding times by providing expert research and analysis, made immediately available and tailored to specific needs. The following are highlights of that legislative assistance, beginning with selected major issues that were highly active or especially demanding policy areas in the past year.

### MAJOR ISSUES OF THE YEAR

***Iraq.*** CRS offered multifaceted analyses of policy alternatives to Congress on developments in Iraq. Congressional attention focused on the ongoing insurgency, efforts to achieve reconciliation among Iraq's various ethnic and sectarian communities, U.S. military operations, the building of Iraqi security forces, reconstruction efforts, and stabilization options. CRS assessed the situation in Iraq, the October 2005 referendum on a new constitution, and the December 2005 National Assembly elections. Information professionals provided estimates on an ongoing basis of the number of U.S. military forces in Iraq, U.S. casualties, Iraqi civilian casualties, and appropriations for U.S. military operations and reconstruction activities. Analysts also provided expertise on international contributions to peacekeeping, regional fallout from Iraq, instability, and international training of Iraqi security forces. Soon after the budget arrived on Capitol Hill in February 2006 Congress considered an emergency supplemental request for reconstruction, democracy building, and U.S. embassy construction and security. CRS undertook analytic support for hearings on all of the above Iraq-related issues.

***Afghanistan.*** CRS provided analytic support and expertise to Congress on developments in Afghanistan including options for U.S. policy. Congressional attention focused on the renewal of the Taliban insurgency, U.S. and NATO military operations, the building of Afghan security forces, reconstruction, efforts to reduce the cultivation and trafficking of narcotics, and options for stabilization. CRS assisted with hearings, briefed congressional delegations to Afghanistan, and helped manage visits by Afghan leaders. CRS assessed events in Afghanistan, including the September parliamentary elections and the contributions of NATO partners to the peacekeeping effort. An increasing focus of CRS work was analyzing policy alternatives to extend the authority of the central government to the outlying regions. Information professionals fielded requests on the number of U.S. military forces in Afghanistan, U.S. casualties, and appropriations for U.S. military operations and reconstruction activities. Analysts also provided expertise on international contributions to peacekeeping in Afghanistan.

***Defense Spending and War Costs of the Iraq and Afghanistan Operations.*** CRS continued to analyze the many spending issues associated with the regular as well as the supplemental DOD funding requests, especially those regarding military operations in Iraq and Afghanistan. Analysts examined defense spending priorities including funding levels by war mission, the adequacy of funding for the Army in the war in Iraq, and war-related benefits available to military personnel; they also assessed the extent to which funding flexibility is available to the DOD. CRS worked with the Congressional Budget Office and the General Accountability Office to help estimate the cost of military operations in Iraq and Afghanistan and track DOD spending on its Iraqi outsourcing contracts.



**Iran.** Iraq and Afghanistan's neighbor, Iran, became a major policy concern in FY2006. Congress called upon CRS for in-depth support on developments in Iran and options for U.S. policy. Congressional attention was focused on Iran's nuclear program, its technical progress, and U.S. efforts to forge an international coalition to curb that program. CRS experts helped Members analyze developments in Iran and the implications of imposing sanctions, including the Iran Freedom Support Act (H.R. 6198), which was enacted by both chambers at the end of FY2006. CRS information professionals provided authoritative sources such as statements of Iranian President Mahmoud Ahmadinejad and selected human rights cases in Iran.

**Nonproliferation.** Congress expressed ongoing concern about the potential for terrorist acts involving weapons of mass destruction. CRS experts continued to analyze the multinational diplomatic efforts to restrain Iran's suspected nuclear weapons program and to resume negotiations concerning North Korea's established nuclear weapons program. Analysts supported Members and committees in their consideration of the Administration's proposed nuclear cooperation agreement with India, a proposal that arguably would change three decades of U.S. nonproliferation policy and require legislation by Congress. CRS also assisted Congress in its evaluation and allocation of resources for U.S.-sponsored threat reduction programs in countries of the former Soviet Union.

**Homeland Security and Counter-Terrorism.** CRS analysts, attorneys, and subject matter experts provided analytical assistance and counsel during congressional consideration of a number of legislative proposals pertaining to homeland security. For example, to support congressional oversight of the Department of Homeland Security (DHS) CRS reported on the evolution of, and issues relating to, federal homeland security guidance and grant distribution methods, including information on the National Preparedness Goal, the National Preparedness Guidance, and DHS grant application requirements. When Congress addressed the proposed acquisition of service contracts at U.S. ports by Dubai Ports World, a foreign owned and operated company, CRS experts prepared analyses of all aspects of this proposed transaction, the potential international law and trade implications of congressional rejection of the proposed deal, and the scope and impact that such a U.S. law might have. By providing Congress with a framework for differentiating between cargo inspections and screening, CRS analysts helped shape the context of the congressional debate on goods moving through U.S. ports. Hazardous materials were a particular concern in ports and elsewhere. CRS experts worked closely with Congress as it reauthorized the Transportation Security Agency and analyzed the security of facilities where large quantities of particularly hazardous chemicals are produced, stored, or used, particularly facilities near urban centers or critical U.S. assets.

CRS attorneys provided assistance on matters such as the legality of recently disclosed Central Intelligence Agency (CIA) operated "secret prisons" and the domestic and international legal framework governing the arrest, transfer, detention, and treatment of persons by the CIA; constitutional questions presented by the National Security Agency's (NSA) electronic surveillance program; and national security and civil liberty concerns raised during consideration of the USA PATRIOT Act reauthorizations of 2005 and 2006 (P.L. 109-177 and P.L. 109-178, respectively).

**Federal Response to Natural Disasters.** Congress continued to confront a range of issues stemming from the response of U.S. government agencies, particularly the Federal Emergency Management Agency (FEMA), to the devastating Gulf hurricanes of 2005. CRS provided a broad array of assistance: analysts identified and compared various legislative initiatives to reorganize federal emergency management in general and examined legislative proposals to reorganize FEMA. CRS economists analyzed legislative, regulatory, and private market responses to Hurricanes Katrina and Rita as well as flood insurance reform and previous disaster supplementals. Analysts, working



with information specialists, reported on infrastructure funding for repair or replacement of rail, highways, bridges, airports, ports, and aids to navigation and examined the impact of the damage on the local economies of the affected region and on the larger Mississippi River transportation complex.

CRS attorneys provided assistance on recovery efforts that raised legal issues including presidential emergency powers, tax relief and incentives for rebuilding, the authority and liability of the Army Corps of Engineers and the adequacy of existing authority to support its many rebuilding projects, and proposed revenue increases to fund relief projects. CRS worked closely with Congress as these issues arose during consideration of the Gulf Opportunity Zone Act of 2005 (P.L. 109-135), the Katrina Emergency Tax Relief Act of 2005 (P.L. 109-73), and the KATRINA Act of 2005 (Katrina Assistance Tax Relief Incentives for Necessities Act, H.R. 3769).

***Public Health Preparedness and Response.*** Following the hurricane disaster, both houses of Congress made recommendations to improve readiness for future potential catastrophes such as pandemic influenza and reviewed expiring authorities for public health and medical preparedness. CRS supported Congress on all aspects of authorizing and appropriations legislation, oversight, investigation, and constituent service pertaining to public health. CRS experts studied the intersections of the Robert T. Stafford Disaster and Emergency Assistance Act and the Public Health Service Act (P.L. 109-88 and P.L. 89-329, respectively) to identify areas of overlap or gaps. Analysts and information specialists addressed policy issues ranging from federalism to health care financing, and technical issues ranging from drug development to intellectual property law and disease control. Attorneys advised Congress on a number of public health issues including existing bioterrorism authorities during efforts to reauthorize the Public Health Security and Bioterrorism Preparedness Response Act of 2002 (H.R. 3448) and issues related to civilian health insurance for former military families.

***Energy Efficiency.*** Members introduced hundreds of bills to encourage energy conservation and renewable energy in the 109<sup>th</sup> Congress. Among other support on energy assistance, CRS helped during consideration of the Renewable Portfolio Standard (RPS), which would require that a minimum percentage of electricity provided by each supplier be generated by renewable sources of energy. Experts analyzed the potential impact of RPS proposals and how they would operate under various state and federal regulatory systems. Other issues analyzed were automobile fuel economy, energy efficiency and renewable energy tax incentives, and “green” buildings and efficient appliances. As gasoline prices rose and provisions of the Energy Policy Act of 2005 (P.L. 109-58) governing establishment of a renewable fuels standard and a phase-out of MTBE were discussed, Congress considered proposals to increase the supply of alternative fuels, especially ethanol. CRS experts and information specialists contributed to this debate by analyzing and reporting on the farm-sector and economy-wide impacts of increased use of agricultural crops for biofuel production and assessing policies for encouraging rural economic growth through agriculture-based energy production.

***Immigration.*** The 109<sup>th</sup> Congress debated and each chamber developed its own version of immigration reform. While the House focused primarily on border security and worksite enforcement of existing immigration laws, the Senate sought to reform the current immigration system. The debate centered on treatment of the unauthorized alien population in the United States and immigration enforcement, although the question of how to meet employers’ needs for labor by increasing the supply of legally present temporary foreign workers also received attention. Using Department of Homeland Security and Bureau of Census data, CRS analyzed proposals pertaining to legal permanent immigration, projected rates of legal immigration, and illustrated the impact of the proposals on current law; developed a framework that viewed immigration enforcement as a continuum, rather than separating the functions based on the location of the activity (i.e., at the



border or in the interior); explored underlying causes that might inhibit immigration enforcement; and examined various enforcement activities.

CRS foreign policy analysts further informed the immigration policy debate by providing detailed analysis of the Mexican dimension. Experts examined the causes and trends of Mexican migration to the United States and possible policy responses to reduce this migration; reviewed Mexico's immigration policies, including penalties for unlawful presence of aliens, arrests and deportation of illegal immigrants, and enforcement of Mexico's southern border; and explored U.S.-Mexico border issues including drug and weapons trafficking and Mexico's drug cartels.

CRS attorneys focused on enforcement authority issues including the constitutional, statutory, and common law implications of expanding the roles of "force multipliers" in border enforcement (e.g., state and local law officers, federal law enforcement officers, the military, and civilians including civilian contractors); the proposed criminalization of illegal presence and tightening of alien harboring restrictions; the consistency of proposed procedural changes with provisions in various international agreements; and the degree to which proposed and newly enacted state and local restrictions on illegal immigration would be preempted by federal law.

***Supreme Court and Federal Lower Court Nominations.*** Congressional interest in the federal judiciary, particularly the Supreme Court, continued in the first months of 2006. CRS analysts and legislative attorneys teamed with information specialists to support the Supreme Court appointment process and the Senate's constitutional advice and consent role during a four-month period marked by the nomination of Harriet E. Miers to the Supreme Court, the withdrawal of her nomination, followed in turn by the nomination and ultimate confirmation of Samuel A. Alito, Jr., to the Court. CRS prepared in-depth analyses for Members on the role of the President in judicial nominations and the appointments process. Information research specialists created CRS website pages to provide easy access to primary resources about the nominees and their rulings, as well as full-text hearings from previous Supreme Court nominations.

Other assistance included an extensive history and analysis of the evolution of Senate procedure and practices associated with the confirmation process since the first high court nominations in 1789; tracking judicial nominations and confirmations using a database of statistical information on previous actions (e.g., the number of judicial nominations, confirmations, or other actions taken on nominations, sorted by President, Congress, or session of Congress) and on pending nominees before federal district and circuit courts and the Supreme Court. These and other data, for instance, the elapsed time between first nomination and final action, were used extensively by the Senate as it examined procedures for considering possible filibusters of pending nominations.

***Congressional Budget Process.*** Congressional concern over reform of the budget process, including such issues as the line item veto and expanded impoundment authority, earmarking reform, spending limits, and biennial budgeting, heightened during the fiscal year. CRS responded to numerous requests by briefing Congress on procedures during committee markup, examining issues related to reconciliation legislation, and analyzing current Administration practices with respect to the rescission and cancellation of appropriations and other budget process reform proposals. CRS analysts also addressed expedited presidential rescission authority, including a study that provided a detailed comparison of provisions in the Line Item Veto Act of 1996 (P.L. 104-121, which was overturned by the Supreme Court in 1998) with the Administration's line item veto proposal.

***Welfare Reform.*** The 109<sup>th</sup> Congress concluded a four-year debate on legislation to reauthorize the Temporary Assistance for Needy Families (TANF) block grant. A central concern



in the debate had been work requirements for welfare recipients. CRS prepared analyses of the impact, both nationally and by state, of proposed changes in work participation requirements, credits (employment or caseload reduction) that would effectively lower the work participation requirements, and penalties on states for failure to meet those participation requirements. A CRS analysis of state definitions of allowable work activities found great variation among states and illustrated the potential impact of Department of Health and Human Services regulations, which by law define such activities. To place the issue of work and welfare in a broader context, CRS experts examined the poverty status of children with emphasis on the role of parental earnings on the economic well-being of children.

***Education.*** As Congress considered legislation to extend and amend the Higher Education Act (HEA, P.L. 78-410), a team of analysts and information specialists assisted by reviewing options to simplify and adjust the needs analysis formula used to assess eligibility for the HEA's need-based student assistance; to determine whether and how to expand the Pell Grant student aid program; and to adjust subsidies to borrowers and lenders under the student loan programs. Among CRS support efforts were computer models that helped analyze, for example, the impact of changes in the award rules and eligibility criteria for the Pell Grant student aid program, the effects and costs of simplifying student aid need analysis, and the effects of alternative proposals to consolidate postsecondary student loans and interest rate provisions. Experts also helped identify and evaluate options for achieving savings in mandatory spending on the student loan programs. Among other education issues CRS analyzed were the eligibility of unauthorized immigrants to receive in-state tuition rates and the application of the Fourth Amendment to school searches and legal effects of the proposed Student and Teacher Safety Act of 2006 (H.R. 5295).

***Federal Water Resources.*** The broad and complex water resources area engages Congress annually on a range of legislative and oversight issues. Growing human population, fish and wildlife needs, recurrent drought, and evolving public fiscal and environmental interests increase pressures on available resources and aging infrastructure. CRS assisted Congress on the issue of water recycling and reuse during authorization of Title XVI projects. Analysts and information specialists informed the debate to authorize water projects for the Army Corps of Engineers and assisted lawmakers as they discussed specific projects such as the Upper Mississippi River-Illinois Waterway and the Missouri River operations. Other support included help with California water management and species issues, specifically the Klamath River, the San Joaquin River, and the California Bay-Delta, and consultation with the authorizing committees examining and responding to a range of water use tradeoff issues.

## FOREIGN RELATIONS AND DEFENSE

***Foreign Intelligence Investigations and the War on Terrorism.*** As the war on terrorism continued to take center stage on the congressional agenda, CRS experts analyzed the breadth of issues associated with Congress's oversight of the Administration's foreign intelligence investigative activities. Issues included the legality of recently disclosed Central Intelligence Agency (CIA) operated "secret prisons" and the domestic and international legal framework governing the arrest, transfer, detention, and treatment of persons by the CIA; legal and constitutional questions presented by the National Security Agency's (NSA) electronic surveillance program; and national security and civil liberties concerns raised during consideration of the USA PATRIOT Improvement and Reauthorization Act of 2005 (P.L. 109-177), and the USA PATRIOT Act Additional Reauthorizing Amendments Act of 2006 (P.L. 109-178). Other congressional concerns addressed were the detention and trial of enemy combatants; the extraterritorial application of federal criminal laws

prohibiting the provision of material support to terrorists or members of terrorist organizations; and the constitutional underpinnings of congressional authority to penalize the disclosure of classified national security information.

***Terrorism.*** Congress continued to be concerned about terrorism trends, U.S. terrorism policy, and strategies to prevent future attacks. CRS provided interdisciplinary expertise on a broad range of issues of interest to Congress. Analysts investigated U.S. terrorism policy and options for future policy and examined U.S. and international instruments to combat terrorism, including public diplomacy, economic inducements and sanctions, covert action, law enforcement, and the use of military force. CRS experts examined anti-terrorism assistance programs, terrorist identification and screening efforts, assistance to victims of terrorism, and diplomatic security. Analysts addressed U.S. counter-terrorism efforts, changes in the intelligence community, border security programs, and sought to place in context proposed federal government anti-terrorism and homeland security organizational efforts. Other research explored the efforts of key allies and other countries to combat terrorism, the impact of the war in Iraq, the situation in Afghanistan, and other international conflicts on the war on terrorism; the current status of the U.S. terrorism threat notification system; Al Qaeda's role and activities, and trends in recruitment of potential terrorists.

***Hezbollah-Israel-Lebanon Conflict.*** During the July-August 2006 conflict in southern Lebanon, CRS prepared an integrated analysis on varying aspects of this complicated crisis for Congress and its implications for U.S. policy. Experts addressed the war's impact on the derailed Arab-Israeli peace process, U.S. policy toward maintaining Lebanese sovereignty, U.S. attempts to isolate and contain Syria and Iran, and the possible effect of the conflict on the wider war against terrorism. CRS posted an online list of experts in response to congressional queries on the evacuation of U.S. citizens from Lebanon, possible expediting of U.S. aid to Israel and Lebanon, and sanctions on some parties to the conflict such as Iran and Syria.

***Darfur Crisis.*** In addition to briefings and hearings support, CRS analysts accompanied Members of Congress to refugee camps in Eastern Chad and provided expertise during drafting of bills, including the Darfur Peace and Accountability Act (H.R. 3127), Supporting the Appointment of a Special Envoy for Sudan (H. Res. 992), and the Darfur Genocide Accountability Act (H.R. 1424).

***Defense Transformation and Modernization.*** Each of the armed services has undertaken major equipment and modernization programs, including the Air Force's F-22 and Joint Strike Fighter aircraft, the Army's Combat System, and the Navy's DDX destroyer and Littoral Combat Ship. Confronted with competing defense budget priorities, often increasing cost estimates, and a changing national security environment, Congress sought CRS help in evaluating Department of Defense (DOD) program requests, proposing alternative funding approaches, and assessing potential reforms to defense acquisition procedures.

***China and Taiwan.*** During the last few years Congress has reassessed U.S. policy toward China, fueled by China's increasing economic and political influence around the world. As they drafted trade legislation, Members asked CRS to analyze strengths and weaknesses in measures that would impose punitive tariffs on Chinese products in cases where China manipulated its currency. CRS also assessed economic sectors in which China has rapidly growing markets and in which U.S. companies could be especially competitive in order to help redress the large U.S. trade deficit with China. Economists examined both the potential gains to U.S. consumers from trade with China and possible harm to specific industries and workers in the United States that could be caused by the price competitiveness of Chinese imports.



Other requests from Members entailed examination of China's weapons proliferation in countries like Pakistan and Iran; analysis of the extent of China's cooperation on stemming nuclear proliferation in North Korea; and study of fundamental shifts under way in China's relations with U.S. East Asian allies. CRS analyzed key issues in U.S. policy and legislation concerning Taiwan, including recent developments in cross-straits relations and proposed free trade agreement negotiations with Taiwan. Analysts also provided numerous updates on the state of human rights in China and the implications of social unrest for China's politics and foreign policy.

***North Korea.*** As the crisis over North Korea's nuclear program and delivery systems worsened, Congress called on CRS to analyze the implications of North Korea's missile tests in July 2006, its testing of a nuclear device, and the possibility of taking punitive actions against North Korea. CRS experts assessed the Administration's policy regarding illegal North Korean activities such as the counterfeiting of U.S. currency and drug trafficking and analyzed implications for adopting alternative diplomatic strategies and tactics toward North Korea. Analysts also supported Congress by providing ongoing analyses of the policies of South Korea and China toward Pyongyang and U.S. humanitarian assistance in North Korea.

***Foreign Aid Reorganization and Transformational Diplomacy.*** When the Administration announced both its plan to restructure the foreign aid apparatus and its vision for a new transformational diplomacy, CRS compared and contrasted relevant legislative initiatives and assessed how the proposals might affect future U.S. foreign aid and diplomacy.

***Global Health and HIV/AIDS.*** Congress asked CRS to provide analyses of the capacity of the most affected countries to prevent the spread of HIV/AIDS and compare strategies used to counter the global spread of the virus. As the spread of other diseases, including avian flu, became increasingly recognized as a national security concern for the United States, CRS experts helped analyze issues surrounding access to treatments, global surveillance and monitoring efforts, and emergency plans.

***U.N. Reform.*** When Congress considered the need for U.N. reform in order to make the multinational body more effective and credible in its global efforts, CRS examined U.S. and international initiatives, the results of the September 2005 summit-level meeting of the U.N. General Assembly, and the success or failure of U.S. efforts to gain agreement from other U.N. members to steps the United States considers important. Analysts also reviewed investigations of reported "oil-for-food" crimes committed by U.N. peacekeepers as well as reported fraud and corruption in U.N. procurement activities.

***Foreign Investment in the United States.*** Foreign investment in the United States and the operations of the Committee on Foreign Investment in the United States (CFIUS), the U.S. agency that reviews national security implications of foreign acquisitions of U.S. companies, came under scrutiny early in 2006 when CFIUS initially approved a proposed acquisition by Dubai World Ports of commercial operations at six U.S. ports. CRS analysts responded to questions from Members on the operations of CFIUS and the economic and security implications of foreign investment in the U.S. economy and assisted as Members drafted more than two dozen bills to revamp the CFIUS process.

***U.S. Trade Agreements.*** As part of its constitutional responsibility to regulate foreign commerce, Congress played an active role in reviewing the Administration's efforts to negotiate bilateral, regional, and multilateral trade agreements in FY2006. Among these agreements were the Central American Free Trade Agreement (CAFTA, P.L. 109-53), the U.S.-Bahrain Free Trade Agreement Implementation Act (P.L. 109-169), and the U.S.-Oman Free Trade Agreement (P.L.



109-238). Other legislation regarding the U.S.-Peru free trade agreement and legislation granting Vietnam permanent normal trade relations treatment was approved in committees. CRS presented analyses of these agreements from different economic, regional, political, and legal perspectives and examined the potential impact the agreements might have on various economic sectors and jobs.

***Treaties.*** Congress consulted with CRS frequently during consideration of the Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act of 2006 (P.L. 109-149). Questions centered on the U.S.-Mexico social security totalization agreement (which was signed but not ratified) and provisions, later dropped, which would have prohibited payments for work by illegal aliens. CRS experts also assisted during Senate discussion of whether bilateral international tax treaties with Sweden, Bangladesh, and France should be ratified.

***International Agreements on Hazardous Chemicals.*** Hazardous chemicals were the focus of proposed legislation that would allow implementation of the Stockholm Convention on Persistent Organic Pollutants and two other international agreements, each of which has been signed, but not ratified, by the United States. CRS analysts and attorneys briefed Members and committees on the treaties, relevant U.S. statutes, and provisions of introduced bills; prepared detailed analyses of competing bills and their potential impacts; discussed impacts of various alternatives, often on tight deadlines; and provided analytical support in preparation for hearings and markup of the bills.

***Import Programs.*** Through statute Congress has established programs that provide differential treatment toward imports entering the United States. During this fiscal year legislation repealed the Continuing Dumping and Subsidy Offset Act (P.L. 109-71) and legislation was introduced to renew the Generalized Systems of Preferences. Bills to expand the Africa Growth and Opportunity Act (P.L. 106-200) to benefit agricultural products and extend the third-country fabric provision also were introduced. CRS contributed to congressional consideration of these legislative initiatives by analyzing the significance of the programs and the effects that legislative options under discussion might have on the U.S. economy, selected industries, and affected countries.

***Closing and Realignment of U.S. Military Installations.*** Many Members of Congress followed closely the proposed DOD list for closing and realigning military installations, the extent to which those actions would affect their constituencies, the impact of the Base Realignment and Closure (BRAC) Commission's decisions on the DOD list, and the effects on the overall U.S. defense posture. CRS prepared comprehensive analyses of the defense, environmental, land use, legal, budgetary and economic implications of DOD's proposed list, the BRAC Commission actions, and implementation of those actions.

## GOVERNMENT AND THE ECONOMY

***Campaign Finance and Regulation of 527 Organizations.*** Congress continued to respond to developments in campaign finance since passage of the Bipartisan Campaign Reform Act of 2002 (P.L. 107-155). Legislative proposals to regulate so-called "527 political organizations" received growing attention in the 109<sup>th</sup> Congress. CRS analysts and attorneys examined the issues in the relevant legislative proposals, responded to inquiries about contributions to federal election campaigns made by Indian tribal governments and organizations, and helped define the issues and address policy questions related to the potential of regulating internet political advertising.

***Election Reform.*** CRS experts addressed a number of requests concerning election reform and reported on accuracy and ballot security shortcomings of electronic and computerized voting

systems; the impact of hurricanes Katrina and Rita on the 2006 elections in Louisiana, Mississippi, and Alabama; and the possibility of requiring photograph identification and proof of citizenship as prerequisites for voting. Analysts examined proposed legislation to regulate elections that relied exclusively on postal ballots, reviewed state and local demands for additional funding under the Help America Vote Act (P.L. 107-252), and prepared a comparison of proposals to provide a legislative overhaul of this Act.

***Election Law.*** Congress called on CRS attorneys during discussions on congressional reapportionment, including the constitutionality of mid-decade redistricting addressed in the recent Supreme Court decision, *League of United Latin American Citizens (LULAC) v. Perry*; and the extension of voting rights protection during consideration of the Fannie Lou Hamer, Rosa Parks, and Coretta Scott King Voting Rights Reauthorization and Amendments Act of 2006 (P.L. 109-246). CRS also prepared the Senate Election Law Guidebook (Senate Document 109-10), which presents an overview of relevant federal and state election laws.

***Budget and Appropriations.*** CRS assisted Congress on budget and appropriations issues including the constitutionality of the Deficit Reduction Act of 2005 (P.L. 109-171), the scope of the Senate's power under the Constitution's origination clause to amend revenue legislation, and the constitutionality of earmarks.

***Congressional Operations and Procedures.*** The internal organization, governance, and procedures of the legislative branch were active areas that received CRS support throughout the year. Attorneys advised Congress on the speech and debate clause of the Constitution and constitutional separation of powers principles and addressed congressional access to information held by the executive branch in the context of several oversight and investigative activities of Congress. Administrative oversight concerns addressed for Congress included recess appointments and the constitutional significance of presidential signing statements. Responses to congressional requests included analysis of lobbying disclosure proposals, consultation related to procedures of committee markups and the rules and organization of the House and its party caucuses, assistance with committee histories, briefings for House and Senate committee staff and staff of Senate leadership on comparative parliamentary procedure, briefings for foreign lawmakers, and the ongoing CRS Legislative Institutes series that provides congressional staff with resources and training to promote understanding of legislative and budgetary processes.

***Federal Government Operations and Procedures.*** CRS analysts and information specialists provided a broad range of support on the multifaceted activities and institutions of the federal government. Assistance on federal agency organization or reorganization and personnel included analyses of legislation that would create commissions to review federal agencies and programs and terminate most federal agencies and programs at a specific date unless they were reauthorized by Congress. CRS also assisted during the debate over postal reform; supported congressional deliberations regarding Office of Personnel Management operations, the DOD National Security Personnel System, the compensation of Administrative Law Judges; analyzed legislation to alter the government's performance appraisal system; and provided expertise on the evolution and current status of policy and procedure for the classification of national security information as compared with the protection of sensitive but unclassified information.

***Courts.*** During this fiscal year Congress showed increased interest in oversight of the judicial branch. CRS attorneys worked with House and Senate committees on a number of issues including congressional regulatory and oversight authority of courts, jurisdictional issues (sometimes called "court stripping"), judicial discipline procedures, and impeachment. As Congress continued to focus

on the organization and operations of the federal judiciary, it called upon CRS experts to analyze and provide briefings on, for example, judicial branch appropriations for FY2006, administrative issues such as court security, and the impact of television and other electronic media coverage of federal court proceedings. Most recently the court stripping issue arose in the context of the detention of enemy combatants and congressional efforts to regulate their access to judicial review of their status and treatment.

***Banking, Insurance, Securities, and Financial Markets and Services.*** Congress requested analytical assistance to examine trends and conditions in its oversight of U.S. banking and financial services, including overall profit growth and the comparative profitability of small and large banks, the continuing trend toward consolidation in the banking industry, and the impact of recent banking laws and regulations. Attorneys advised on mechanisms to fine tune anti-terrorist financing laws; remedies for the breach of financial data; the adequacy of existing anti-money laundering programs; differences between the powers of thrift institutions, commercial banks, and credit unions; and the interstate branching authority of industrial loan companies and banks. CRS looked at the potential impact of provisions of the proposed Financial Services Regulatory Relief Act (H.R. 3505 and S. 2856) on the growing concentration of financial services in the banking, insurance, and securities industries. CRS also contributed expertise during congressional oversight of federal regulatory developments in both the Federal Deposit Insurance Reform Act of 2005 (P.L. 109-173) and the Basel II international capital accords. Economists examined the structure of bond rating agencies, barriers to entry, and possible conflicts of interest. During congressional drafting of the Hedge Fund Study Act (H.R. 6079) CRS assistance included an analysis of alternative approaches and a history of previous legislative and regulatory proposals.

***General Economic Conditions and Monetary Policy.*** CRS economists regularly briefed Congress on monetary policy and the long-term fiscal position of the U.S. government. Economists and information specialists reported on the U.S. current account deficit and how it is funded by foreign savings, implications of this for the American economy, and whether the deficit can be reduced from the current historically unprecedented level without financial disruptions.

***Taxation.*** Comprehensive examinations of a wide range of tax issues informed the legislative debate on broad-based tax policy and administration, individual and family taxation, tax issues affecting specific sectors of the economy, and the alternative minimum tax. Examples are analytic reviews of proposals offered by the President's Advisory Panel on Tax Reform and support during congressional consideration of the dynamic effects of the 2001 tax cuts. CRS economists continued to provide perspective and analyses of policy options concerning the federal debt limit, budget forecasts, deficit reduction, and budgetary treatment of federal credit.

CRS attorneys collaborated with analysts to address issues surrounding the Estate Tax and Extension of Tax Relief Act of 2006 (H.R. 5970), particularly the effects of proposed changes on small businesses and valuation of assets. They also responded to congressional inquiries about the tax code's restrictions on the ability of tax-exempt organizations to participate in political activities in various contexts, including Native American Indian tribes, churches, and hospitals, and advised on the implications of federal restrictions placed on U.S. charities after September 11, 2001.

## **RESOURCES, INDUSTRY, AND THE ENVIRONMENT**

***The 2007 Farm Bill.*** Many of the provisions of the Farm Security and Rural Investment Act of 2002 (P.L. 107-171), which governs current domestic farm policy, will expire in 2007. In 2006

Congress requested CRS assistance as lawmakers began discussions on whether to extend the current farm bill intact, or consider significant changes to existing farm policy. Some of the concerns were federal spending constraints, the distribution of farm program benefits, and the threat of potential World Trade Organization challenges to farm price and income support spending. CRS provided in-depth analyses to Congress on the pros and cons of policy options as Members attempted to craft a multiyear farm policy that remains within budget parameters while still achieving a variety of other domestic farm policy goals. Among those goals are to provide a financial safety net for farmers, allow the United States to sell its farm products successfully in international markets, and foster improved conservation practices, rural development, and household nutrition.

***Food and Drug Regulation.*** CRS experts provided legal analysis to support congressional action on the regulation of methamphetamine, pharmacy and abortion conscience clause laws, and the Food and Drug Administration's rejection of over-the-counter status for Plan B emergency contraception for women younger than 16 years of age.

***Supreme Court Cases on the Environment.*** CRS attorneys analyzed the many lawsuits to require federal regulation of greenhouse gas emissions and advised Congress on associated legal and policy questions presented in the wetlands and water pollution cases heard by the Court during its 2006 term.

***Offshore Oil and Gas Leasing.*** CRS energy analysts worked closely with Congress as it considered a conceptual and analytical framework for a legislative approach to offshore energy production. Attorneys examined the detailed, overlapping, and often site-specific regulations on oil and gas exploration at various onshore and offshore locations. The CRS effort included an analysis of current offshore energy leasing and production, with a focus on why certain leased areas were not under production, the potential for production in additional areas, and an examination of potential federal revenues in offshore areas currently open to leasing and areas under moratoria. As legislation moved forward in the House and Senate, which took different approaches in separate bills (H.R. 4761, S. 3711), CRS analysts contributed to the deliberative process through analytical and background consultations.

***Oil and Gasoline Supply and Price Spikes.*** As world oil prices reached record levels and gasoline prices hovered in the \$3 per gallon range during most of the year, Congress frequently called upon CRS to explain the underlying causes of the situation, analyze the short- and long-term impacts, and evaluate policy options. Analyses show that much of the structural problem in the domestic gasoline market stems from underinvestment in refinery capacity. CRS analysts examined a wide variety of proposals to address the issue, ranging from establishing federally run refineries on closed military bases to easing siting requirements. CRS experts and information specialists addressed the basis for current trends in imports of crude oil and refined products and how they are affected by differing policies in the United States and Europe and continually updated analyses and presentations of relevant energy statistics.

***Energy Security Challenges.*** Congress turned to CRS as it prepared for hearings addressing U.S. vulnerability to oil supply disruptions around the world. Much of this congressional oversight pertained to U.S. energy agreements – both bilateral and multilateral – with nations in specific regions, such as Latin America and Central Asia. CRS analysts developed an analytical framework for the myriad agreements so that their usefulness in the current situation could be evaluated and examined production, consumption, and exports in key countries and regions.



***Telecommunications Policy and Net Neutrality.*** In the fast-paced environment in which telecommunications products and services are evolving and merging with other technologies, Members looked to CRS analysts and information specialists for expertise as they prepared legislation on such policy issues as governing the use of the communications spectrum, redefining the nation's emergency communications systems, and assessing the impact of converting the nation's television broadcast system from analog to digital on both broadcast systems and U.S. consumers.

Concern over the growth of child pornography on the Internet, and how new technologies may circumscribe the existing federal role to regulate this traffic, prompted Congress to request CRS analytical consultation as lawmakers prepared legislation to restrict Internet child pornography traffic. The broadest component of telecommunications reform is perhaps encompassed in "net neutrality"—the concept that owners of the networks that compose and provide access to the Internet should not control how consumers lawfully use that network and should not be able to discriminate against content provider access to that network. CRS kept Congress informed during the telecommunications reform debate by providing research and analysis, both written and oral, as Members discussed such issues as the possible repercussions of imposing requirements for both the deployment and advancement of broadband facilities.

***Chemical Plant Security.*** The threat of terrorism in the United States has challenged legislators to re-evaluate federal policies with respect to the security and safety of private enterprises. One focus is on the security of facilities where large quantities of particularly hazardous chemicals are produced, stored, or used, specifically facilities that are near urban centers or critical U.S. assets. During the 109<sup>th</sup> Congress, CRS experts worked closely with Congress to define the problem, analyze relative risks posed by various manufacturing and service sectors of the economy, and assess the status of private sector and executive branch security initiatives. Data on various industries and chemicals were analyzed to inform deliberations about critical needs for security protection. CRS analysts contributed expertise on security matters, hazardous chemicals, confidential business information, and existing federal and state public disclosure laws (which are primarily environmental laws) to generate a range of legislative approaches and strategic options, and to compare pros and cons. CRS experts provided research, analysis, and advice on the development of chemical plant security legislation (contained in the Department of Homeland Security Appropriations Act, 2006, P.L. 109-295), on questions related to information protection, on judicial review of actions by the Department of Homeland Security (DHS), and on preemption of state and local law regulating the security of chemical plants.

***Privacy and Information Security.*** CRS experts assisted Congress during the markup of data security legislation and in preparation for hearings to address data stolen from a Department of Veterans Affairs employee. Attorneys examined and advised on state statutes imposing data security safeguards and breach notification requirements, state credit freeze and fraud alert laws, identity theft penalties, and preemption issues. CRS also advised congressional staff on existing privacy laws regulating the disclosure of phone records and laws regulating government access to phone calling activity and related records.

***Intellectual Property.*** Congress considered a number of intellectual property-related issues during the year, including patent law reform, trademark dilution, and music licensing and orphan works in copyright law. CRS attorneys assisted by analyzing recent Supreme Court precedent concerning injunctive relief in patent infringement lawsuits and possible ramifications of the decision for provisions of the Patent Reform Act of 2005 (H.R. 2795), by responding to questions related to the BlackBerry litigation, and by advising on issues ranging from digital content copyright protection to intellectual property rights in China.

***Oversight of Mission Agencies' Use of Science and Technology.*** In response to continuing congressional interest in how federal science and technology is funded and how funding priorities are set, CRS provided analyses on the federal research and development budget and its various components such as agencies with large federal R&D budgets like the National Aeronautics and Space Administration, the Department of Energy, the Department of Commerce, the Department of Homeland Security, and the National Institutes of Health; Project Bioshield, which provides support for the development of pharmaceutical drugs specifically targeted to counter the effects of chemical and biological weapons; and developments in nanotechnology at the sub-micron level. CRS also examined legislative remedies in various related issues ranging from H-1B visas for foreign students in the United States and the role of women and minorities in U.S. science and engineering.

***Critical Infrastructure Protection.*** CRS addressed congressional requests for assistance on security and protection of assets critical to U.S. infrastructure – communications systems, oil and gas pipelines, electrical power grids, and highway systems. Because the safety and security of critical infrastructure is a complex and overarching part of public policy-making, CRS analysts and information specialists used a multidisciplinary approach in providing expert consulting for hearings, committee reports, and other support for Congress.

***Patent Policy and Innovation.*** Lawmakers recognize that for technology innovation to be encouraged and to continue, intellectual property rights must be protected. CRS provided comprehensive analyses to congressional requesters on addressing innovation and patent protection as critical for key industries and outlining current legislative remedies that provide patent protection while stimulating innovation. CRS experts also continued to work with committees in both chambers during hearings on the history, nature, and current status of patent protection, most notably in pharmaceutical research and development, and the effects of current law on innovation in technology.

***Aviation Investments, Technology, and Regulation.*** CRS analysts and information specialists assisted as House and Senate committees began exploring policy alternatives to address financial, technical, and organizational issues related to the use of the nation's airspace and airports. CRS helped develop a conceptual framework for resolving questions about Federal Aviation Administration (FAA) budgeting and finance; airport development and finance; FAA cost control measures; system-wide demand and capacity issues; modernization of national airspace system (NAS) infrastructure; aviation safety; airline cabin issues; energy, environment, and noise issues; and international civil aviation issues. Analysts engaged in consultations and provided expertise on an ongoing basis throughout the year to assist committees that were writing legislation to reauthorize the National Transportation Safety Board (NTSB) as well as preparing for aviation reauthorization activities for the 110<sup>th</sup> Congress.

***Steel Industry Reorganization and Automobile Industry Downsizing.*** Steel industry bankruptcies and reorganizations have had a significant impact on tens of thousands of workers and retirees, their families, and the communities in which they live. As a result of these industry changes, responsibilities for pensions shifted from some private companies to the Pension Benefit Guaranty Corporation (PBGC), and health insurance benefits were terminated for many laid-off or retired workers who did not yet qualify for Medicare. Similarly, significant downsizings at General Motors, Ford, Delphi (the former auto parts division of General Motors), and Visteon (former Ford auto parts division), as well as numerous other U.S. auto parts makers, have led to massive layoffs or job buyouts when auto plants close. As industries struggled to deal with the high costs and competitive impact of pension and health care benefits that were negotiated in past collective bargaining agreements, CRS analysts worked closely with Members to address ongoing shifts in the global auto

and steel industries and provided expertise on pension reform to committees as they worked on the Pension Protection Act (P.L. 109-280).

***Use of Coastal and Marine Resources.*** Increasing human use and conflicts among uses in the nation's coastal and marine environment led to congressional consideration of options to alter federal programs affecting these resources. Two 2004 national commission reports noted declines in marine resources and shortcomings in the fragmented and limited approaches to resource protection and management in federal and state waters. CRS continued to consult with Members and relevant congressional committees to outline the history of federal oceans policies and how proposals might alter current policy and practice. Analysts and information specialists also provided information, expertise, and analysis to the ongoing congressional efforts to reauthorize the Magnuson-Stevens Fishery Conservation and Management Act (P.L. 94-265), which governs federal administration of offshore fisheries, and the Marine Mammal Protection Act (P.L. 92-522).

***Endangered and Invasive Species Controversies.*** Possible extinction of native animal and plant species and increasing numbers of non-native invasive species were also issues addressed by Congress during the year. The law that protects endangered and threatened species – the Endangered Species Act (ESA, P.L. 93-205) – is controversial in part because its strict substantive provisions can affect the use of both federal and non-federal lands and resources. Because of both strong support and strong opposition, ESA has not been reauthorized since its funding authorization expired in 1992. CRS provided continuing expert consulting, information and analysis, and briefings to assist Members and committees in their review of the overall purposes of conserving such species and “the ecosystems upon which endangered species and threatened species depend,” as stated in the Act. Analysts contributed during consideration of whether and how to amend the ESA to balance the many interests (which may fall on various sides of any given species controversy). CRS attorneys advised on the implications of competing proposals to revise the Act.

The invasive species problem has been equally difficult to resolve, partly because of weak and incomplete agency jurisdictions. CRS advised Congress as Members addressed the issue primarily through specific species or approaches, such as by controlling the release of ballast water from international shipping.

***Conflicts in Federal Land Ownership and Use.*** Congressional debate continued throughout the year over how much land the federal government should own; how to prioritize among the multiple uses (e.g., grazing, timber, animal habitat, recreation); how to protect natural resources and nearby communities from wildfires and other catastrophes; whether Congress should designate specially protected areas; whether and how to collect and distribute fees for land and resource uses; and how to compensate state and local governments for the tax-exempt status of federal lands. CRS analysts and information specialists supported congressional examination of these land use questions as Members considered legislative proposals, program oversight, and the annual appropriations for the federal land management agencies. CRS experts also provided consultation during discussion of omnibus energy legislation on the question of whether or not to allow oil and gas leasing in the Arctic National Wildlife Refuge.

***Climate Change Policy.*** The Congress has struggled with formulating an appropriate response to global climate change since the United States ratified the U.N. Framework Convention of Climate Change in 1992. The congressional debate over mandatory efforts to address global climate change began anew with Senate passage of a Sense of the Senate Resolution on Climate Change during deliberations on the Energy Policy Act of 2005 (P.L. 109-58). The resolution encourages Congress to enact a comprehensive and effective national program of mandatory,



market-based limits and incentives on greenhouse gases that slow, stop, and reverse the growth of such emissions. During the past year, CRS experts worked closely with committees attempting to develop legislation to implement the Senate resolution. CRS provided the expertise to identify and assess proposed alternatives and to analyze related scientific, economic, environmental, and international effects.

***Air Quality Standards.*** Many in Congress have expressed concern regarding the Environmental Protection Agency's new air quality standards for particulate matter that were proposed and finalized in 2006. These standards will drive much of the federal and state clean air regulatory effort by defining how clean air must be to protect public health and welfare. CRS provided expertise and consulted with Congress regarding the history of the air standards program and the legislative requirements for setting the standards, as well as the potential public health and economic impacts of the agency's proposal. Analysts and specialists worked with Members and committees in preparation for oversight hearings and provided expert oral and written consultation in response to numerous requests on a quick turnaround basis.

***Defense and the Environment.*** During congressional debate of FY2007 defense authorization legislation Members considered environmental provisions related to military activities that raised many technical and regulatory policy issues. CRS analysts studied the impacts of draft legislation to address these issues. Among the more complex issues was how to assess and respond to potential safety, health, and environmental risks from the past ocean disposal of chemical weapons. CRS developed an analytical framework to assess these risks and evaluate the feasibility of remediation and other alternatives.

The cleanup of land-based contamination on military installations also continued to be a topic of congressional oversight in 2006. Congress was particularly interested in the cleanup of closed military bases to make the land safe for civilian reuse. CRS experts assessed the potential impacts of cleanup challenges on the redevelopment of closed bases where environmental contamination is likely to be especially severe. In response to concerns about the costs of site cleanup, analysts also examined the most recent Department of Defense cost estimates, with a focus on the baseline of these projections and the factors that could determine actual costs.

## DOMESTIC SOCIAL POLICY

***Affected Populations Following Hurricane Katrina.*** In response to numerous congressional queries regarding the unprecedented crisis Hurricane Katrina created for residents of New Orleans and the Gulf Coast, CRS analysts, in collaboration with the Geography and Map Division of the Library of Congress, used mapping software (Geographic Information System, GIS) to estimate the number and social-demographic characteristics of the population most likely to have been directly affected by the storm. Analysts combined Federal Emergency Management Agency (FEMA) flood and damage assessment data with GIS data to apportion areas of assessed damage and flooding to Census blocks and subsequently to Census tracts. This analysis yielded an estimate of the number of people who sustained the worst flooding and structural damage as well as selected characteristics of this population such as age, race, and income level.

***Emergency Housing Assistance.*** After the initial need to evacuate and relocate families following the 2005 hurricanes, the focus shifted to recovery and rebuilding of flood-damaged areas as well as meeting the housing needs of displaced residents. While FEMA took primary responsibility for meeting the emergency housing needs of displaced families, the Department of Housing and Urban



Development (HUD) played a role by modifying existing grant programs to make them more flexible for communities to serve victims of the hurricanes. CRS supported Congress in efforts to determine whether existing authorities could respond to the crisis or whether additional legislation was warranted. Analysts prepared an analysis of HUD's role in responding to past disasters, which provided precedents and an analytic framework for consideration of disaster-related housing needs; explored use of Section 8 housing vouchers; and assisted Congress during preparation of two supplemental appropriations bills to HUD.

***Education Disaster Relief.*** Congressional financial relief to victims of the storms included money for education institutions. For example, the passage of the Department of Defense, Emergency Supplemental Appropriations to Address Hurricanes in the Gulf of Mexico, and Pandemic Influenza Act of 2006 (P.L. 109-148) included \$1.6 billion in aid to provide education-related disaster relief at the elementary, secondary, and post-secondary levels. CRS analysts prepared comprehensive analyses and interpretation of proposed provisions, including extended waiver authority and authorized uses of funds, and provided supporting data for inclusion in legislation.

***Low-Income Home Energy Assistance Program (LIHEAP).*** As a result of rising energy costs after the hurricanes, the level and breadth of interest in LIHEAP grants to provide energy assistance programs for needy households increased greatly. When Congress considered legislation to increase funding for LIHEAP, CRS analysts prepared a comprehensive explanation of the legislative history of the current allotment procedures, provided estimates and graphical representations of current law, and estimated the impact on state allocations under a wide range of proposed appropriation levels and alternative distribution formulas. While analyzing the data, CRS identified errors in the underlying computational factors used by the executive branch agency responsible for the program and worked with the agency to correct the inconsistencies.

***State Children's Health Insurance Program (SCHIP).*** The Balanced Budget Act of 1997 (P.L. 105-33) created SCHIP to help states pay for health coverage of children in families whose income is above levels that would allow them to be eligible for the state's Medicaid program. Because SCHIP is a capped grant program, it is possible for states to exhaust all federal funds available to them in a given year. While this did not happen in early years of the program, recently there has been a need to redistribute funds to states with rapid spending increases. Funds have been redistributed from earlier years to later years and from one state to another. To explore the implications of alternative redistribution schemes, CRS developed a computer simulation model of state-by-state demand for and spending of SCHIP funds. The model allows Congress to better understand the funding implications of alternative redistribution methods in meeting the needs of state programs. CRS analysts prepared estimates that were used in discussions pertaining to the Deficit Reduction Act of 2005 (P.L. 109-171) and FY2007 funding.

***Pensions and Retirement.*** During the 109<sup>th</sup> Congress Members considered the most significant pension reform in decades. Prompted by the default in recent years of several large, defined benefit pension plans and the increasing deficit of the Pension Benefit Guaranty Corporation (PBGC), House and Senate committees began drafting comprehensive pension reform bills in 2005, which led to the enactment of the Pension Protection Act (P.L. 109-280) in August 2006. To put the issue of pensions and retirement into context, CRS prepared an analysis of the current state of defined benefit plan funding and the potential effects of reform on companies that sponsor these plans. Analysts also examined the way insurance premiums received by the PBGC are counted in the federal budget reconciliation process and analyzed major provisions of the House and Senate pension reform bills.

CRS assisted during consideration of the Pension Reform Act of 2006 (P.L. 109-280) by identifying and analyzing implications of various reform proposals. In particular, attorneys provided advice on whether cash balance pension plans violate the age discrimination prohibitions in ERISA (Employee Retirement Income Security Act, 1974, P.L. 93-406), the Internal Revenue Code, and the Age Discrimination in Employment Act (P.L. 90-202), and how various pension reform proposals could impact ongoing litigation.

***Child Welfare.*** Members approved three major laws in the 109<sup>th</sup> Congress pertaining to child welfare. Provisions in the Deficit Reduction Act (P.L. 109-171) were intended to limit federal reimbursement for certain state foster care expenditures, and CRS estimated the national and state impacts of these provisions. The Safe and Timely Interstate Placement of Foster Children Act (P.L. 109-239) was to expedite the process of placing children across state lines for adoption or foster care. CRS provided context for this legislation through analyses of current state law and practice.

Among other provisions, the Child and Families Services Improvement Act (P.L. 109-288) created two new grant programs: one to address the impact of methamphetamine abuse on children and child welfare agencies; and one to increase the frequency of caseworker visits to children in foster care. CRS provided analyses of both issues and prepared a legislative history of current law provisions that were affected by this Act, which was first enacted in 1935 and not amended since 1980, to help Congress gain a better understanding of the original reasons for enactment and the impact of repeal or revision.

***Career and Technical Education.*** Congress adopted legislation to extend and amend the Carl D. Perkins Vocational and Technical Education Act of 1998, the primary source of federal aid for career and technical education. The Carl D. Perkins Career and Technical Education Improvement Act of 2006 (P.L. 109-270) amended and reauthorized the 1998 Perkins Act. During the months before reauthorization, CRS provided comprehensive analyses of major issues under consideration: changes to the basic state grant formula, accountability, and private school student participation in federally supported career and technical education programs. Analysts prepared computer simulations of the possible impact of various allocation formula modifications, including changes to state minimum grants, the elimination of fund reservations, and the distribution of funds if appropriations for career and technical education exceed the FY2006 appropriations level.

***Social Security.*** The ongoing debate over Social Security reform reflects fundamentally different approaches to reform, ranging from relatively minor changes in the current pay-as-you-go social insurance system to the creation of individual accounts as part of a restructured system based on personal savings and investments. Among efforts to inform this debate, CRS analysts used survey data to evaluate the economic well-being of the nation's elderly population; identify the various sources of retirement income among the elderly, including Social Security; and determine the degree to which the elderly rely on these income sources. Analysts examined the implications of projected trust fund insolvency in 2040 and analyzed design options and implementation issues associated with individual accounts.

To expand the ability to conduct detailed analyses, CRS experts used a complex computer simulation model to apply alternative Social Security benefit and tax rules and provide, for example, information on the effect of current-law Social Security program rules by socio-economic status and benefit type; analysis of the effect of reform proposals across and within various sub-populations; and estimates of the number of beneficiaries, in total and within various sub-populations, likely to be affected by the reform proposals.

**Medicare's New Drug Benefit.** The Medicare Prescription Drug, Improvement, and Modernization Act of 2003 (P.L. 108-173) established a voluntary prescription drug benefit under a new Medicare Part D, effective January 1, 2006. Prescription drug coverage is provided through private drug plans or Medicare Advantage drug plans. Implementation concerns before Congress included confusion regarding the number and type of private plans and changes in coverage of drugs for people who are dually eligible for both Medicare and full Medicaid benefits. CRS used administrative data and other information to prepare analyses addressing these implementation concerns in support of congressional oversight on these issues.

**Health Insurance Reform.** The 109<sup>th</sup> Congress, as well as earlier Congresses, debated issues raised by insurance carriers and other providers of health insurance that offer coverage across state lines. Health plan providers have appealed to Congress for relief from an array of health insurance laws in the 50 states and the District of Columbia. As Members in the Second Session of this Congress investigated ways to reduce these burdens through development of more simplified regulation of health insurance plans, CRS provided legislative support by gathering information on state insurance requirements and analyzing the implications of alternative approaches. Growing concern about an increasing number of Americans without health insurance has created an interest in new approaches to meeting the nation's health insurance needs through the use of tax-related incentives, health savings accounts, and consumer directed health insurance. In support of the legislative debate on this issue, analysts provided estimates of the number and characteristics of the uninsured population. CRS experts also prepared analyses of the use of high-deductible health insurance plans and health savings accounts.

**Ryan White CARE Act.** The Ryan White Comprehensive AIDS Resources Emergency (CARE) Act of 1990 (P.L. 101-381), makes federal funds available to metropolitan areas and states to provide health care services for people with HIV and AIDS, including medical care, drug treatments, dental care, home health care, and outpatient and mental health and substance abuse treatment. In preparation for reauthorization of this act, Congress requested a number of studies. The Ryan White HIV/AIDS Treatment Modernization Act (H.R. 6143), which would implement many of the Administration's proposed changes to the 1990 legislation, was passed by the House during the 109<sup>th</sup> Congress. CRS analysts and information specialists supported the legislative process by responding to numerous congressional inquiries about the CARE Act, providing HIV/AIDS incidence data, and analyzing the various proposals before Congress.

**Abortion.** CRS attorneys assisted Congress as it considered the Child Custody Protection Act (S. 8 and S. 396) and the Child Interstate Abortion Notification Act (S. 403), both controversial measures that would prohibit the knowing transport of a minor across state lines for the purpose of obtaining an abortion. Specifically, CRS provided analysis and advice regarding the constitutional questions presented by the bills' protection of parental consent and notification requirements in a minor's state of residence.

**Civil Rights.** CRS attorneys analyzed numerous civil rights questions that arose in the context of the immigration legislation pending before the 109<sup>th</sup> Congress including implications for federal employment and housing anti-discrimination laws of local ordinances imposing penalties on employers and landlords who hire or rent to illegal immigrants. CRS also analyzed the issues in pending and recently decided Supreme Court cases addressing employment discrimination and affirmative action.

**Older Americans Act.** The Older Americans Act of 1965 (P.L. 89-73) supports a wide range of supportive services for older people, including home and community-based long-term care, family

care giver assistance and transportation services as well as programs to prevent the abuse, neglect, and exploitation of older people living at home or in institutions. Recognizing the importance of these services for the nation's increasing older population, the 109<sup>th</sup> Congress devoted considerable attention to reauthorization of the Act in the 109<sup>th</sup> Congress. CRS analysts and information specialists assisted Congress at every stage of the legislative process by analyzing the impact of proposals and preparing in-depth and comparative analysis of pending legislation, covering such issues as the role of state and area agencies on aging in promoting home and community-based long-term care services for older people, activities of states and localities in preparing for the baby boom population, and modernization of the community service employment program. CRS also analyzed the effects of proposals to change the formula for distribution of Older Americans Act Title III funds to states.

***Border Security and Domestic Intelligence.*** The 109<sup>th</sup> Congress remained concerned about border security issues. Since the terrorist attacks of 2001, much attention has been focused on the security of the nation's ports. The Maritime Transportation Security Act of 2002 (P.L. 107-295) prescribed the responsibilities of relevant personnel in securing the nation's ports and the vessels that enter them. The newly enacted Security and Accountability for Every Port Act (the SAFE Port Act, P.L. 109-347), however, emphasizes securing cargo container shipments. By providing Congress with a framework for differentiating between cargo inspections and screening, CRS helped shape the context of the debate early in the congressional discussion. Some of the concepts that lie behind the framework were incorporated in several provisions of the legislation enacted in both chambers. Congress also continued to exercise oversight of the Federal Bureau of Investigation's (FBI) transformation to a counterintelligence agency. CRS analysts and information professionals provided research on the extent to which the FBI can fully meet congressional mandates to reform its intelligence function, including an assessment of the status of FBI reform efforts to date.

## LAW AND JUSTICE

***Constitutional Law: First Amendment and Free Speech.*** Among First Amendment concerns of Congress addressed by CRS during the past year were free speech issues raised by various bills that led to the enactment of the Respect for America's Fallen Heroes Act (P.L. 109-228), which prohibits demonstrations at funerals at federally controlled cemeteries; free-speech issues raised by the Credit Rating Agency Duopoly Relief Act of 2005 (H.R. 2990); and the question of whether a draft bill entitled "National Health Museum Act of 2006" would violate the First Amendment.

***Criminal Law.*** To assist Congress in its consideration and passage of the Adam Walsh Child Protection and Safety Act (P.L. 109-248), CRS attorneys responded to Member queries regarding possible approaches relative to sex offenders, including mandatory minimum sentences and restrictions on the sponsorship of minor children under immigration law as well as questions about current state laws governing the treatment of juveniles required to register as sex offenders. The attorneys also analyzed pertinent laws concerning domestic violence in support of the reauthorization of the Violence Against Women and Department of Justice Reauthorization Act (P.L. 109-162) and provided consultation regarding the Sentencing Reform Act (18 U.S.C. 3551 et seq.) and applicable sentencing guidelines in light of recent Supreme Court rulings.

***Disabilities Law.*** CRS provided a detailed overview and analysis of recently promulgated regulations implementing the Individuals with Disabilities Education Act (IDEA) (20 U.S.C. 1400 et seq.) and advised on such issues as including the parental consent for services, the impact of recent Supreme Court decisions regarding the burden of proof in IDEA due process hearings, and the



reimbursement to prevailing parents of expert witness fees incurred during due process hearings. Experts also provided analytic support during consideration of the proposed ADA Notification Act (H.R. 2904) and issues relating to emergency preparedness and individuals with disabilities.

**Indian Law.** This year both houses of Congress developed legislation, the Restricting Indian Gaming to Homelands of Tribes Act of 2006 (H.R. 4893) and the Indian Gaming Regulatory Act Amendments of 2006 (S. 2078) to curb the growth of off-reservation gaming under the Indian Gaming Regulatory Act (25 U.S.C. 2710(d)). CRS attorneys responded to questions about particular tribal situations, state laws, and Bureau of Indian Affairs regulations and procedures. Among other issues addressed by legal experts were constitutional requirements to include gaming authority in the establishments of relationships with previously unrecognized Indian tribes and the extent to which Congress may require state and local approval of any extension of Indian gaming. Also addressed were issues related to ongoing litigation involving a claim of mismanagement of trust funds held for individual Indians by the Department of the Interior.

**Securities Law.** CRS attorneys worked with Congress throughout consideration and eventual enactment of the Credit Rating Agency Reform Act of 2006 (P.L. 109-291) to authorize the Securities and Exchange Commission to regulate credit rating agencies and provided advice on proposals to convert credit unions to stock-issuing organizations.

**Tort Law.** Tort law issues arose in the 109<sup>th</sup> Congress in several contexts. One was congressional consideration of immigration reform, when CRS advised Members on whether the Federal Tort Claims Act of 1946 (28 U.S.C. 1346(b)) permits lawsuits against the United States for communicating erroneous information about an alien's eligibility for employment. CRS attorneys provided analysis and advice regarding repealing the Feres Doctrine under the same Act to allow lawsuits against the United States for medical malpractice by military personnel; examined legal issues regarding legislation, ultimately enacted as the Public Readiness and Emergency Preparedness Act (P.L. 109-148, Div. C), to provide immunity from liability to people who manufacture, distribute, or administer pandemic flu vaccine or other medical biodefense countermeasures; and answered questions about bills that became the Protection of Lawful Commerce in Arms Act (P.L. 109-92), which provides immunity from liability for firearms manufacturers and sellers for damages resulting from the criminal misuse of firearms.

### **III. MANAGEMENT INITIATIVES**

Among the major management initiatives in FY2006 were efforts to promote efficiency and cost-effectiveness, review product quality, improve performance rating and reporting, streamline technology to better serve Congress, and enhance and test systems important both to effective communication with Congress and to continuity of operations during an emergency situation.

#### **IMPROVEMENTS IN EFFICIENCY**

In response to congressional directives, CRS continually examines its internal operations to support its services to Congress and reassesses its work practices to ensure an accountable and cost-effective organization. Because new technologies can lead to greater efficiency, CRS undertook a study of the impact of information technology on work processes: specifically production support, technical support, and audio-visual functions – the support functions most dramatically affected by technological advancements. The results of the study indicated that CRS, through workforce re-engineering of some support functions, could reduce the number of support staff and devote more resources to analytic capacity without a loss in productivity. In addition, CRS extended to contractors through outsourcing and enhanced several business functions: the technology help desk, technology user-support services, mail and courier services, and receptionist functions.

#### **ORGANIZATIONAL CHANGES**

To facilitate the mandate to provide all CRS divisions and offices with a technical infrastructure that supports the CRS mission, a new Technology Office was designated as a separate organizational unit. Steps were taken to increase coordination of the functions of three sections of the Office of Legislative Information (LIN): the Bill Digest Section, the Legislative Information System (LIS) Section, and the Electronic Research Products Office (ERPO). This includes documenting activities of the three sections and identifying methods to increase productivity and efficiency, all with the goal of providing more timely support to Congress.

#### **PRODUCT IMPROVEMENT**

The CRS publication component, the Electronic Research Products Office, implemented two initiatives to enhance product quality. The first was formation of a new graphics unit to offer a single source for all graphic needs of CRS authors, including support for maps, charts, and tables.

Besides creating new graphics, this office assists authors in determining the best options for incorporating graphics from external sources into CRS products. The second initiative was to ensure adherence to quality standards by hiring quality assurance editors who check new and updated products before publication for correct formatting, good quality graphics, and live links to legislation and citations.

#### **PERFORMANCE ASSESSMENT**

CRS took initial formative steps to develop a new framework to improve the performance assessment system for its staff. The new Performance Assessment System (PAS) is in place for associate directors and assistant directors. A draft has been created for senior specialists and deputy

assistant directors. Once the PAS is in place for all managers, CRS will prepare guidelines for performance rating of all staff.

## **PERFORMANCE REPORTING**

Responding to the congressional request that legislative branch agencies consider the performance model set forth in the Government Performance and Results Act, CRS developed an enhanced system for assessing performance and reporting results to Congress. The plan and reporting system, which are built around the singularly focused CRS mission, use the key attributes of relevance, quality, accessibility, and management initiatives as frames of reference for establishing performance goals. The plan groups the performance goals into two distinct sets: one focused on research and the other on management. These management goals are essential to sustaining and improving agency efficiency in its use of resources. CRS submitted its initial performance reporting plan for FY2006 in November 2005.

## **CONSOLIDATED DATABASE**

CRS continued to develop its corporate database that consolidates information from several internal data systems, improves cross-service support, and reduces duplication of effort. The consolidated database contains product information and selected personnel information. It supports the management of the Current Legislative Issues (CLIs), the public policy issues under active consideration by Congress that are featured on the CRS home page. New systems that draw on this consolidated database are the Management Information System, launched in FY2006, and two additional systems still under development: a new CRS search system scheduled to be released to Congress in FY2007 and an authoring and publishing system still in its initial stages of planning.

## **THE MANAGEMENT INFORMATION SYSTEM**

In late August 2006 CRS authors began using a new internal research management tool, the web-based Management Information System (MIS), whose primary objective is to help the CRS research community develop and maintain CRS products that support current policy-making needs of Congress. MIS data are part of a consolidated database that draws on workforce information on authors and their organizational affiliations, products, and Current Legislative Issues (CLIs). The new MIS tool allows authors, working with their division managers, to review and maintain the inventory of CRS research products aligned with the public policy issues on the legislative agenda. Product information includes CRS reports, videos, and selected Web pages. Products are assigned to status categories depending on their relevance to the current legislative agenda. The MIS also identifies a broad range of products that, while not updated, are made available as archived products because in many cases the history and background that these products provide are valuable to Congress. Issue statements and issue team information are included to promote common understanding of the issues and multidisciplinary work among analysts in responding to congressional requests.

## **THE CRS SEARCH SYSTEM**

Closely aligned with the MIS is work under way to develop a new online search system for CRS products available only to Congress on the Service's website. As envisaged, the system will



replace the current search system with enhanced design and usability features to improve the search experience. Initial releases, still undergoing testing, include ability to provide CLI context in the search results; improved bill searching; relevance ranking within active products which are brought to the top of the search results list, followed by archived products; capability within each status category to sort by relevance or date; and thesaurus software to make appropriate associations between a search query and the entire set of available CRS products.

Congressional users will be able to perform searches from nearly every page on the CRS website. Up to 100 search results will be listed per web page. Other features will include search results with highlighted product titles rather than numbers and inclusion of author names. An online search help screen will explain key features of the system and provide help for specialized searchers. Email support also will be available.

## **THE AUTHORING AND PUBLISHING SYSTEM**

To assist research staff in creating products for Congress, CRS assessed its current authoring and publishing needs and began to develop a new system that will take advantage of current technologies. The target is to design, acquire, and implement an authoring system, based on shifts to new software applications and a redesign of the CRS product line, to achieve a more reliable and efficient means for preparing, updating, and delivering research products to Congress. In this first year of a multiyear effort, a team is developing a prototype product by customizing software to meet CRS needs for creating reports and confidential memoranda for Congress. The goals of the system are to create congressional distribution products that better support PDF and HTML distribution through the CRS website, standardize the presentation format using a uniform and consistent new product design, and improve support for the use of graphics in products. The new system will entail converting all existing products to a Word-based system and creating all future products in the new system.

## **THE LEGISLATIVE INFORMATION SYSTEM**

Congressional staff overseeing technology in the House and Senate have indicated that within the next few years they will produce all legislative documents in Extensible Markup Language (XML). CRS must be fully prepared to access these XML documents in order to provide the most accurate searching of complex legislative information in the Legislative Information System (LIS). CRS worked throughout FY2006 with the assistance of a contractor to develop options for conversion and storage of the XML data, create specifications to describe the structure and content of XML documents, and convert the data into XML format.

CRS also worked with the Library to build a single legislative search system for LIS that would enable retrieval of bill data (bill summary and search status), the full text of bills, and committee reports from a single search page covering all available Congresses.

## **INFORMATION TECHNOLOGY DEVELOPMENT NETWORK**

The CRS Technology Office established an information technology development network with the goal of assisting managers as they evaluate, assess, select, and adopt technology that best meets research support needs. The new network has several advantages: it minimizes the pressures and

risks that normally accompany development of information technology, allows projects to be honed for test and production environments, and enables more efficient certification of CRS systems.

## **PLANNING FOR CONTINUITY OF OPERATIONS**

CRS updated and revised its Continuity of Operations Plan and related documents as conditions warranted and made the transition from paper to electronic files. The Library and CRS Alternative Computing Facilities (ACF) systems became available online, as did WebTA (time and attendance records) and other Web-based systems important to effective continuity of operations.

Successful testing of emergency systems included CRS participation in Capitol Hill-wide continuity planning efforts with the legislative branch to ensure improved communications and understanding of essential functions. In March 2006 staff from several CRS divisions and offices assisted in testing a new secure remote access solution, which will provide access to critical desktop resources in the event of a national emergency.

## APPENDIXES

### A. FY2006 BUDGET, RESOURCES, AND OTHER FUNDING

In FY2006 CRS had an authorized staffing level of 729 full-time equivalents (FTEs) and an appropriation of \$99,906,840 available for expenditure. Approximately 86 percent of the fiscal year's expenditures supported staff salaries and benefits.

CRS received \$56,000 from the John D. and Catherine T. MacArthur Foundation. This money represented the second payment under a three-year grant of \$168,000 given by the Foundation to increase CRS's capacity to respond to congressional requests on patent and intellectual property policy issues. CRS also received grants of \$142,500 from the Henry Luce Foundation and \$71,250 from the Joyce Foundation in partial support of the CRS program, Legislative Issues and Procedures: the CRS Seminar for New Members. This program, which will be held in FY2007, provides the official orientation for newly elected House Members of the 110<sup>th</sup> Congress to the policy issues likely to be on the legislative agenda and an overview of legislative procedure.



## **B. HUMAN RESOURCES AND STAFF DEVELOPMENT**

CRS faced a number of challenges during FY2006 that affected the work of the Office of Workforce Development. Before the beginning of the fiscal year the CRS Director announced the decision to abolish and re-engineer certain production support, technical support assistant and audio visual functions to be effective at the end of FY2006. The 59 employees affected by these staffing changes were given a year to make decisions about their future. Employees were also offered, with congressional approval and assistance of the Office of Personnel Management, an opportunity to apply for the Voluntary Early Retirement and/or Voluntary Separation Incentive Payment programs.

As part of the Service's re-engineering efforts, the Office of Workforce Development worked with CRS managers to create new positions which were filled early in the fiscal year to give affected staff an opportunity to apply. To assist affected staff further, CRS provided retirement and career counseling services to these staff and notified them of appropriate position vacancies posted in CRS and in the Library. Thirty employees took advantage of these opportunities. The remaining 29 employees were issued reduction-in-force (RIF) notices in June 2006. The RIF process was administered by the Library's Office of Human Resources Services (HRS) in accordance with the relevant provisions of the appropriate collective bargaining unit agreements and Library of Congress regulations. The Office of Workforce Development continues to work closely with HRS in this process.

Another challenge CRS continues to face is the loss of a significant percentage of its staff, particularly its research and analytical staff, to retirement. In FY2006 retirements represented about half of the total number of staff leaving CRS. Fifty-nine percent of those who retired were research and analytical staff. In FY2005 retirements represented two-thirds of total staff separations; in FY2004, about one-half. To keep pace with the increasing number of staff retirements and to carry out the Service's succession planning initiative, the Office of Workforce Development coordinated the recruitment and selection for a number of key research and analytical positions and technology and administrative infrastructure positions in FY2006. This office continued to expand the Service's diversity programs, coordinate its participation in upward mobility and other programs targeted to diversity populations, provide training and professional development opportunities for all categories of staff, and arrange an awards program for staff members who made superior contributions toward accomplishment of the Service's mission.

### **RECRUITMENT AND SELECTION**

Using a combination of the Library's traditional hiring mechanisms and special programs, CRS made 100 selections to fill permanent/indefinite positions, including five noncompetitive reassignments from other parts of the Library. These selections included 83 professional and administrative positions representing a variety of analytical disciplines, information technology specialties and administrative professionals, and 17 support positions. Of the permanent/indefinite hires, 55 are women (55 percent) and 30 are minorities (30 percent). The Service also hired 33 temporary staff. Of the temporary hires, 24 (72 percent) are women and 16 (48 percent) are minorities.

The FY2006 permanent hires included six selections made through the Federal Presidential Management Fellows (PMF) Program, the highly competitive program administered by the U.S. Office of Personnel Management designed to attract the nation's top graduate students to careers in public service. Three women and three men were hired. Four selections, including an African

American woman, were made under the Service's Law Recruit Program, a program designed to recruit third-year law students for entry-level legislative attorney positions.

CRS also hosted two PMFs from other agencies to serve on rotations in CRS analytic divisions. Both Fellows joined CRS permanently through reappointments. Two detailees were brought in under the U.S. Air Force Research Fellows Program.

## **DIVERSITY EFFORTS**

In addition to the diversity efforts described above, CRS hired nine undergraduate and graduate student interns (six women and three men) in summer 2006 through the partnership programs associated with its Student Diversity Internship Program (SDIP). Eight students were from Historically Black Colleges and Universities and one was affiliated with the Hispanic Association of Colleges and Universities program. Partnering organizations in the SDIP include: The Washington Center's Native American Leadership and Asia Pacific Internship Programs, the Asian Pacific American Institute for Congressional Studies Internship Program, the Hispanic Association of Colleges and Universities National Internship Program, the United Negro College Fund's Institute for International Public Policy, and six Historically Black Colleges and Universities (Clark Atlanta University, Morehouse College, Spelman College, Tuskegee University, Morgan State University, and Georgia State University).

CRS continued to expand the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions, and to develop stronger ties with various groups and organizations in order to promote CRS positions more effectively. New efforts included attending the Congressional Hispanic Caucus Institute Public Policy Conference and a conference sponsored by the White House Initiative on historically black colleges and universities. The Service also continued its participation in annual career fairs and other recruitment events sponsored by minority organizations and held orientation sessions for minority students serving in congressional offices under the Congressional Black Caucus Foundation Fellowship Program.

## **STAFF TRAINING AND PROFESSIONAL DEVELOPMENT**

During FY2006 the Office of Workforce Development offered a number of on-site professional development opportunities for staff. Courses included "Communicating Effectively with Congressional Clients," "Appropriations and the Budget Process," and the "Legislative Process Institute." CRS continued to offer "Professional Writing," "Critical Thinking," and "Reviewing Other People's Writing" courses. This office also offered training for employees selected for the new administrative positions created in the analytic divisions as part of the FY2006 staffing changes.

The Office of Workforce Development continued the CRS lunchtime discussions that provide CRS staff with an opportunity to network with colleagues and learn about various current events. These often include some of the same issues that are of interest to the Congress. Typically, CRS expert policy analysts lead these lunchtime discussions. FY2006 discussions included: "Do You Know Where Your Social Security Number Is?" and "Disaster Preparedness and Related Issues."

More than 550 CRS employees attended a wide variety of national and international conferences, site visits, meetings, and external training in support of their continuing professional



development. The Office of Workforce Development also provided guidance and consultation to employees and supervisors seeking to travel in conjunction with official CRS business.

## **STAFF RECOGNITION**

It is CRS policy to acknowledge the superior performance of its employees. An effective recognition program contributes to maximum staff performance and to the achievement of the mission and goals of the organization. In keeping with that policy, during FY2006 424 special achievement and on-the-spot awards were given to 301 CRS staff members (some received more than one award) in recognition of their exceptional contributions. Such recognition emphasized Service-wide collaboration on issues of major congressional concern including such policy issues as a potential influenza pandemic, immigration reform, the Supreme Court nominations process, Hurricanes Katrina and Rita disasters, higher education, deficit reduction, welfare re-authorization, U.S. Department of Defense operations in Iraq and Afghanistan, and election irregularities in the 2004 general election.

The Service also recognized exemplary employee performance with two honorary awards (one distinguished and one meritorious service), 49 outstanding performance ratings, and 21 quality step increases in pay for superior job performance. The annual CRS Awards Ceremony, open to all staff, was held on April 26, 2006 and included a presentation of the first-ever Director's Award. This award will be given each year in recognition of an individual or small group of individuals who have demonstrated excellence in work that serves the Congress, directly or indirectly, in research, reference, analysis, and writing, and in operations, service, and support. Recipients of this award are nominated by their colleagues. A panel reviewed the nominations and made recommendations to the CRS Director. The inaugural award was presented by the Director to an employee in the Office of Technology who received this honor for her contributions toward developing and sustaining critical technical systems in CRS in support of the Service's work for Congress.

### **C. TYPES OF CRS SUPPORT TO CONGRESS: RESEARCH SERVICES AND PRODUCTS**

Throughout FY2006 CRS supported the Congress with analysis, research, and information, presented in the formats described below.

#### **CONGRESSIONALLY DISTRIBUTED PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES**

***Reports for Congress.*** Reports for Congress, analyses or studies on specific issues of congressional legislative interest, are often prepared in response to numerous congressional inquiries. Reports may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, and two-page fact sheets. Reports clearly define the issue in the legislative context. The basic requirements of these and other CRS written products are accuracy, balance, and utility. Analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are available online to the congressional community. Reports are updated as subsequent events occur for issues that are of ongoing interest to Congress and archived when they no longer reflect the current legislative agenda. These archived products remain available to Congress to provide background and historical context. Reports are available both in printed form and electronically on the CRS website.

***Issue Briefs.*** Issue briefs, concise briefing papers on issues considered to be of major legislative importance to Congress, were originally conceived with an emphasis on timeliness and brevity (maximum 16 pages). This fiscal year CRS converted all active issue briefs to reports so that one consistent format would be in place. The conversion was done in preparation for the new authoring publishing system now under development.

***Congressional Distribution Memoranda.*** These memoranda are prepared when the interest of a relatively small number of congressional readers is anticipated or when the transiency of the issue and the product makes its inclusion as a listed CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as a CRS report.

#### **ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES**

***CRS Website ([www.crs.gov](http://www.crs.gov)).*** The CRS website provides 24-hour access to key CRS products listed by legislative issue, full text of written products, audio and video recordings of CRS programs, updates and analyses of annual appropriations legislation, a guide to legislative procedures, online registration for CRS seminars, and complete information on other services. The website also offers links to constituent services related information, selected Internet sites providing public policy, legislative, legal, and basic resources for work in congressional offices. In operation since the 104<sup>th</sup> Congress, the CRS website is accessible only to House and Senate offices and other legislative branch agencies.

***Current Legislative Issues.*** The Current Legislative Issues (CLI) system, accessible to the Congress from the CRS website, reflects policy areas identified by CRS research staff as active and of current importance to Congress. All products presented as CLIs are maintained to address



significant policy developments. On occasion the system is used to respond to situations requiring immediate assistance to Congress when unanticipated issues arise, such as the recent Supreme Court nominations.

***Appropriations.*** The CRS Appropriations CLIs continued to provide comprehensive legislative analysis and tracking for the 12 Senate and 11 House bills, two continuing resolutions, one supplemental and the budget resolution. CRS also provided access to a CRS Appropriations Status Table for tracking legislation, and a “CRS Experts” list.

***Floor Agenda.*** The “Floor Agenda: CRS Products” page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS website and through email subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the Floor Agenda page were linked for electronic delivery to subscriber desktops.

***CRS Programs Listserv.*** Launched in fiscal 2001, this email notification system provides subscribers with descriptions of current CRS programs and links to online registration forms.

***Legislative Information System.*** The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105<sup>th</sup> Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources and the Senate Sergeant at Arms; the Government Printing Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress is responsible for its technical development and operation.

## RESPONSES TO INDIVIDUAL MEMBERS AND COMMITTEES

The Service also responds to individual Member and staff requests for custom services. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Member, committee, or staff.

***Confidential Memoranda.*** Confidential memoranda are prepared to meet a specific congressional request and may be designed to meet the needs of the congressional reader with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester and are not distributed further unless permission has been given. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. The Service will also prepare “directed writing” that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

**Individual Staff Briefings.** Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provides in-person briefings to Members and committees on specific policy issues. These briefings, for example, might focus on bills in formulation, foreign or domestic policy issues before Congress, the legislative process, congressional office operations, committee matters, or general orientations to CRS services and products.

**Telephone Responses.** Telephone responses to inquiries are a vital element in the CRS information exchange with Congress. CRS information specialists and analysts are directly accessible by phone; on a given day analysts will respond to numerous calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

**Briefing Books.** Briefing books may be prepared for use by congressional delegations (CODELs) traveling abroad and are collections of materials that support specific purposes of a congressional trip. They may contain a variety of materials such as maps, selected products, such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.

## SEMINARS AND BRIEFINGS

CRS conducted seminars for Members and staff on a wide range of public policy issues. The seminars featured a combination of CRS and outside experts. Highlights of the year included the following public policy seminars – “Military Base Closures: BRAC in Congress and Proposed Legislation”; “New Trade and Security Arrangements in East Asia: Implications for the U.S.”; “Immigration Reform: U.S. Immigration Policy and Trends”; “Immigration Reform: Temporary Workers, Unauthorized Aliens, and Permanent Admissions”; “Immigration Enforcement: An Overview of Policies and Issues”; “WTO Doha Round Negotiations: Prospects for Conclusion and Implications for Congress”; “The State of the National Flood Insurance Program: Is It Time for a Change?”; and “Insuring and Mitigating Risks of Large-Scale Natural Disasters: Is Federal Disaster Insurance Needed?” (Parts I & II).

The CRS Program Section E-lert service provided congressional staff with email alerts about the full range of CRS programs.

## OUTREACH

Print and electronic materials to advertise CRS programs were completely redesigned in a format more accessible for congressional staff. The “2006 CRS Training and Programs for Congress” brochure was distributed to all congressional offices in late February 2006. Working with CRS research divisions to improve outreach for CRS public policy seminars, the Program Section informed Member and committee staff with specific jurisdiction in the issue area about these programs by print and email. This outreach increased the number of congressional staff attending programs. In addition, improvements were implemented in the logistical coordination of CRS training and programs; for example, programs specific to a House or Senate audience were held in buildings of the specific chamber rather than at CRS.

Among other activities, CRS participated in the April 2006 House Services Fair sponsored by the House. Hundreds of congressional staff visited the CRS exhibit to speak with CRS experts. CRS collaborated with the House Learning Center at regularly scheduled classes conducted by CRS (Legislative Concepts) and held in Learning Center facilities. These classes provided an introduction to CRS services and congressional documents. CRS also participated in the Senate Services Fair held in February and collaborated with the Senate Education and Training Office on the delivery of a wide range of Senate programs.

During the 109<sup>th</sup> Congress, CRS experts and attorneys visited House and Senate offices to brief Members and staff about CRS services. All congressional offices were contacted. The briefings focused on CRS analytical services: memoranda, in-person consultations, and access to policy experts.

Efforts were under way in FY2006 to prepare for “Legislative Issues and Procedure: CRS Seminar for New Members,” co-sponsored by the House Administration Committee and CRS. The program will be held in Williamsburg, Virginia, January 5-8, 2007.

CRS provided assistance to the House Democracy Assistance Commission on two programs for foreign parliamentarians visiting the United States from Afghanistan, East Timor, Georgia, Indonesia, Kenya, and Macedonia. CRS experts provided extensive briefings to these parliamentarians on how CRS serves the Congress.

## **INQUIRY SECTION**

The Inquiry Section serves as a central point for the receipt of research and analytical requests from Members of Congress and congressional staff. Submitting requests via the “Place Request” feature on the CRS website continued to be very popular. This fiscal year the Inquiry Section updated and improved the online subject directory used to assign analytical and research requests to the appropriate expert, attorney, or information specialist in the Service.

## **LEGISLATIVE SUMMARIES, DIGESTS, AND COMPILATIONS**

Since 1935 the Bill Digest Office of CRS has had statutory responsibility for preparation of authoritative, objective, nonpartisan summaries of all introduced public bills and resolutions and maintenance of historical legislative information. Detailed revised summaries are written to reflect changes made in the course of the legislative process. This CRS office also prepares titles, bill relationships, subject terms, and *Congressional Record* citations for debates, full texts of measures, and Member introductory remarks. During the past year this office continued to enhance quality control, added legislative versions, and revamped its subject-indexing procedures.

## **OTHER SERVICES**

***Multimedia Products and Services.*** CRS provided a variety of multimedia products and technical assistance in support of its service to Congress. These included producing video and/or audio copies of CRS institutes and seminars that congressional staff can request for viewing in DVD format or at their desktops from the Web. The Web versions were broken out into subtopics so that the viewer can go directly to the portions that are of greatest interest to them. There were seven



video programs produced during the year, including a short one available online explaining how to use the newly designed LIS website. In addition, CRS provided two hours of television programming each weekday for the House and Senate closed-circuit systems.

***Language Support.*** The Foreign Affairs, Defense, and Trade Division provides limited translation services for Members and committees. For translations pertaining to legislative business, into or from other languages, the division made arrangements to have the work completed by outside vendors.

## D. CRS ORGANIZATIONAL STRUCTURE

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of Congress.

### DIVISIONS

***American Law Division.*** The American Law Division provides Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers and paralegals work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law, and international law that are implicated by the legislative process. In addition, the division prepares *The Constitution of the United States of America – Analysis and Interpretation* (popularly known as the Constitution Annotated).

***Domestic Social Policy Division.*** The Domestic Social Policy Division offers Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, social security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers' compensation, and other issues related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

***Foreign Affairs, Defense, and Trade.*** The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow worldwide political and economic developments for Congress, including U.S. relations with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the World Trade Organization. They also address U.S. foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military compensation, the defense budget, and U.S. military bases. Trade-related legislation, policies, programs, and U.S. trade performance and investment flows are covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

***Government and Finance Division.*** The Government and Finance Division responds to congressional requests for assistance on all aspects of Congress. These include the congressional budget and appropriations process, the legislative process, congressional history, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and such economic indicators as gross domestic product, inflation, and savings. In addition, the division

responds to requests on the organization and management of the federal executive and judicial branches; government personnel and the civil service; the presidency and vice presidency; government information policy and privacy issues; intergovernmental relations and forms of federal aid; state and local government; statehood and U.S. territories; the District of Columbia; economic developments; federal planning for and response to emergencies, disasters, and acts of terrorism in the United States; survey research and public opinion polls; the census; reapportionment and redistricting; elections, campaign finance, lobbying, and political parties; U.S. history; constitutional amendments; and constitutional theory and history.

***Resources, Science, and Industry Division.*** The Resources, Science, and Industry Division covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications, space, earth sciences, and general science and technology. Support on industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

## RESEARCH SUPPORT

***Knowledge Services Group.*** The Knowledge Services Group (KSG) is comprised of information research professionals who partner with CRS analysts and attorneys in providing authoritative and reliable information research and policy analysis to Congress. Information professionals are clustered together by policy research area and align their work directly to the CRS analytical divisions. KSG members write descriptive products and contribute descriptive input to analytical products in policy research areas, advise analysts and Congress in finding solutions for their information needs, make recommendations for incorporating new research strategies into their work, and create customized website pages. Staff evaluate, acquire, and maintain state-of-the-art resource materials and collections for CRS staff; work with the analytical divisions in ensuring the currentness and accuracy of the Services' products, databases, and spreadsheets; and maintain the currentness, comprehensiveness, and integrity of CRS information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials. They also provide authoritative information on specific policy research areas through discussions or presentations and provide or coordinate customized training on information resources.

## OFFICES

***Office of Communications.*** The Office of Communication's goal is to assist CRS staff in understanding how the Service's policies, procedures, decisions and activities tie into the CRS mission of serving Congress and how staff efforts, in turn, fulfill that mission. To achieve that goal, the office engages in three core activities: it coordinates efforts to improve the use of existing communication channels and plans as well as develops and implements new uses of communication channels; advises on communications-related aspects of CRS initiatives; and ensures that internal communications are clear, consistent, and aligned with those intended for Congress.

***Office of Congressional Affairs and Counselor to the Director.*** The Office of Congressional Affairs and Counselor to the Director plans, develops, and coordinates matters relating



to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; and ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. This office receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and their staffs, and takes the lead in developing, strengthening, and implementing outreach to congressional offices; and provides managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The office also provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director and provides counsel to the Director and the Deputy Director on matters of law and policy.

***Office of Finance and Administration.*** The Office of Finance and Administration maintains oversight of the financial and administrative activities and programs of the Service; implements and coordinates the Service's strategic planning goals; directs the fiscal operations of the Service, including appropriation requests and related budget estimates, budget execution, external contracting, fundraising, and procurement; represents the Director in handling issues involving the Service's status, role, activities, and interaction with other entities regarding each aspect of the Library's Planning, Programming, Budgeting, Execution, and Evaluation System (PPBEES); and provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director.

***Office of Legislative Information.*** The Office of Legislative Information develops and maintains the congressional Legislative Information System (LIS) that supports both the Congress and CRS staff, and manages the electronic research product system including the editing, processing, and production of CRS reports. The office provides summaries and status information for all bills introduced each Congress, coordinates access to the LIS, provides quality assurance for text and graphics in CRS reports and for the Service's input to the LIS, and represents the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

***Office for Research.*** The Office for Research coordinates and maintains oversight of the research function of the Service. It develops and implements Service-wide research frameworks; promotes use of collaborative research approaches across disciplines and divisions; develops and implements Service-wide standards for the research quality that underpin authoritativeness; and oversees research management systems that both focus research on active policy concerns of the Congress and highlight resulting research products and underlying expertise for Congress. The office also supports the Director and Deputy Director in representing to Congress the nature and extent of the research capacity the Service offers Congress and in accounting to Congress for the nature and extent of research support provided.

***Office of Technology.*** The Office of Technology provides state-of-the-art CRS information technology that supports legislation-related research activities, communications, and service to Congress. The office plans, analyzes, designs, builds, deploys, secures, and maintains the CRS technology infrastructure and applies technical resources to meet CRS research needs. Activities include supporting CRS desktops, network connectivity and reliability, application development, and security.

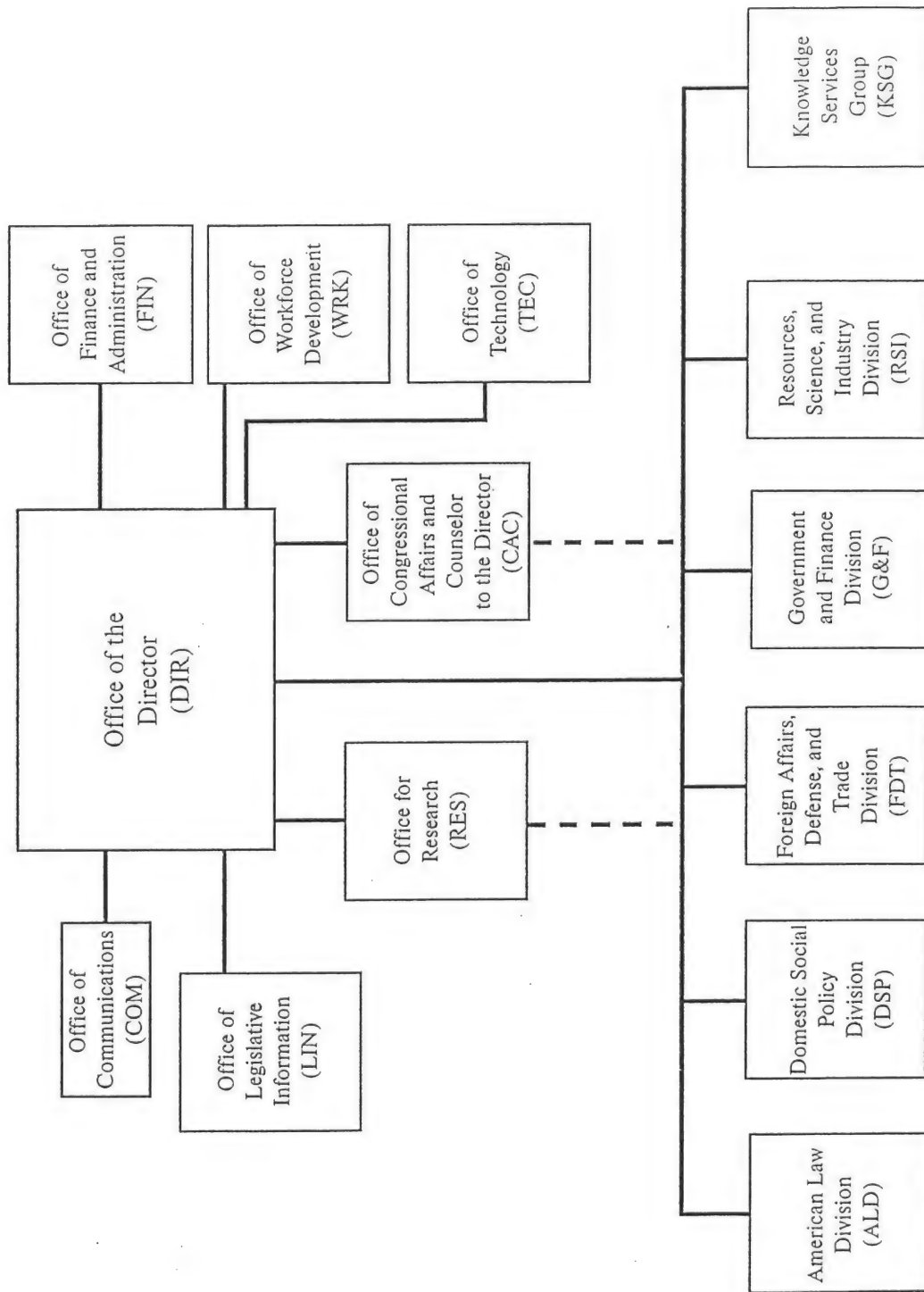
***Office of Workforce Development.*** The Office of Workforce Development administers the Service's recruitment, staffing, and workforce development programs, including succession planning,

merit selection, and other employment programs, special recruitment programs, upward mobility programs, diversity efforts, mentoring, special recognition programs, training and travel, position classification, and performance management programs and activities. This office represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the office is to enhance the Service's ability to attract and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of Congress.

## E. CRS ORGANIZATIONAL CHART

5/15/06

## CRS Organizational Structure





**F. LISTING OF ALL SENIOR LEVEL POSITIONS BY TITLE, GRADE LEVEL,  
BUDGET NUMBER AND INCUMBENT  
AT THE BEGINNING AND END OF FY2006**

<u>As of October 1, 2005</u>			<u>As of September 30, 2006</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Daniel P. Mulhollan	Same	Same	Same
Deputy Director CRS	SL	Angela Maria G. Evans	Same	Same	Same
Associate Director for Congressional Affairs and Counselor to the Director and Senior Specialist in American Public Law	SL	Kent M. Ronhovde	Same	Same	Same
Associate Director Office of Finance and Administration and Senior Specialist in Social and Information Sciences	SL	Kathy A. Williams	Same	Same	Same
Chief Legislative Information Officer	SL	Vacant	Associate Director Office of Legislative Information	Same	Martha M. Dexter <sup>1</sup>
Chief Technology Officer	SL	Arthur M. Graham <sup>2</sup>	Same	Same	Same
Assistant Director Knowledge Services Group and Senior Specialist in Social and Information Sciences	SL	Stephanie V. Williams	Same	Same	Same
Associate Director for Research and Senior Specialist in Economic Policy	SL	Roger S. White	Same	Same	Same
Associate Director Office of Workforce Development and Senior Specialist in Social and Information Sciences	SL	Bessie E. H. Alkiswani	Same	Same	Same
Assistant Director American Law Division and Senior Specialist in American Public Law	SL	Richard C. Ehlke <sup>3</sup>	Same	Same	Vacant
Assistant Director Domestic Social Policy Division and Senior Specialist in Social Legislation	SL	P. Royal Shipp <sup>4</sup>	Same	Same	Vacant

<u>Position</u>	<u>As of October 1, 2005</u>		<u>Position</u>	<u>As of September 30, 2006</u>	
	<u>Grade</u>	<u>Incumbent</u>		<u>Grade</u>	<u>Incumbent</u>
Assistant Director Foreign Affairs, Defense and Trade Division and Senior Specialist in International Policy	SL	Charlotte P. Preece	Same	Same	Same
Assistant Director Government and Finance Division and Senior Specialist in American National Government	SL	Robert J. Dilger	Same	Same	Same
Assistant Director Resources, Science and Industry Division and Senior Specialist in Environmental Policy	SL	John L. Moore	Same	Same	Same
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same	Same
Senior Specialist in American Public Law	SL	Johnny H. Killian	Same	Same	Same
Senior Specialist in Science and Technology	SL	Vacant	Same	Same	Same
Senior Specialist in Social Legislation	SL	Vacant	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Vacant	Same	Same	Same
Senior Specialist in Post-Soviet Economics	SL	Vacant	Same	Same	Same
Senior Specialist in American National Government	SL	Michael L. Koempel	Same	Same	Same
Senior Specialist in Economic Policy	SL	Jane G. Gravelle	Same	Same	Same
Senior Specialist in American National Government - Separation of Powers	SL	Louis Fisher <sup>5</sup>	Same	Same	Vacant
Senior Specialist in American National Government and Public Administration	SL	Walter J. Oleszek	Same	Same	Same
Senior Specialist in Agricultural Policy	SL	Charles E. Hanrahan	Same	Same	Same
Senior Specialist in Management Studies	SL	Vacant	Same	Same	Vacant

As of October 1, 2005			As of September 30, 2006		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Social Legislation	SL	Vacant	Senior Advisor to Director and Senior Specialist in Social Legislation	Same	P. Royal Shipp <sup>6</sup>
Senior Specialist in Environmental Policy	SL	Vacant	Same	Same	Same
Senior Specialist in Economic Policy (Transportation)	SL	Vacant	Same	Same	Same
Senior Specialist in American Public Law (International)	SL	Vacant	Senior Advisor to Director and Senior Specialist in American Public Law	Same	Richard C. Ehlke <sup>7</sup>
Senior Specialist in Taxation and Fiscal Policy	SL	Vacant	Same	Same	Same
Senior Specialist in American Public Law	SL	Vacant	Same	Same	Same
Senior Specialist in Social Legislation	SL	Vacant	Same	Same	Same
Senior Specialist in Economic Policy	SL	Vacant	Same	Same	Same
Senior Specialist in National Defense	SL	Vacant	Same	Same	Same
Senior Specialist in International Affairs - National Security	SL	Vacant	Same	Same	Same
Senior Specialist in International Relations	SL	Vacant	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Vacant	Same	Same	Same
Senior Specialist in Economic Policy	SL	Vacant	Same	Same	Same
Senior Specialist in Science and Technology	SL	Eric A. Fischer	Same	Same	Same
Senior Specialist in Science and Technology Policy	SL	Vacant	Same	Same	Same
Coordinator of Review and Specialist in Social and Information Sciences	SL	Joan M. Davenport	Same	Same	Same



<u>Position</u>	<u>As of October 1, 2005</u>		<u>Position</u>	<u>As of September 30, 2006</u>	
	<u>Grade</u>	<u>Incumbent</u>		<u>Grade</u>	<u>Incumbent</u>
Coordinator for Policy Implementation and Specialist in American Public Law	SL	Douglas A. Warshof	Same	Same	Same
Coordinator for Technical Planning and Specialist in Social and Information Sciences	SL	Martha Miller Dexter <sup>8</sup>	Same	Same	Vacant
Associate Director Office of Policy and Quality Assurance and Senior Specialist in Social and Information Sciences	SL	Vacant	Deputy Associate Director Office of Congressional Affairs and Counselor to the Director	Same	Lizanne Dinoto Kelley <sup>9</sup>
Deputy Associate Director Knowledge Services Group and Senior Specialist in Social and Information Science	SL	Lynne K. McCay	Same	Same	Same
Deputy Assistant Director American Public Law Division and Specialist in American Public Law	SL	Ellen M. Lazarus <sup>10</sup>	Same	Same	Same
Deputy Assistant Director Domestic and Social Policy Division and Specialist in Social Legislation	SL	Margot A. Schenet	Same	Same	Same
Deputy Assistant Director Government and Finance Division and Specialist in American National Government	SL	L. Nye Stevens <sup>11</sup>	Same	Same	Vacant
Deputy Assistant Director Foreign Affairs, Defense and Trade Division and Specialist in Foreign Affairs	SL	Vacant	Same	Same	Edward F. Bruner <sup>12</sup>
Head Consulting Group Knowledge Services Group	SL	Clifford Tod Cohen	Same	Same	Same
Deputy Assistant Director Resources, Science and Industry Division and Specialist in Environmental Policy	SL	John E. Blodgett	Same	Same	Same
Specialist in American Public Law	SL	Morton Rosenberg	Same	Same	Same
Specialist in American Public Law	SL	Paul S. Wallace	Same	Same	Same
Section Head and Specialist in Social Legislation	SL	Karen Spar	Same	Same	Same

<u>As of October 1, 2005</u>			<u>As of September 30, 2006</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Section Head and Specialist in Education Finance	SL	Wayne C. Riddle	Same	Same	Same
Specialist in Income Maintenance	SL	Vacant	Same	Same	Same
Specialist in Asian Affairs	SL	Vacant	Same	Same	Same
Section Head and Specialist in Industry and Trade	SL	Dick K. Nanto	Same	Same	Same
Specialist in American National Government	SL	Robert A. Keith	Same	Same	Same
Specialist in American National Government	SL	Judith Schneider	Same	Same	Same
Specialist in Economic Policy	SL	Vacant	Same	Same	Same
Section Head and Specialist in American National Government	SL	Clay H. Wellborn	Same	Same	Same
Specialist in Economic Policy	SL	Walter Eubanks	Same	Same	Same
Specialist in Resources and Environmental Policy	SL	Claudia Copeland	Same	Same	Same
Specialist in Science and Technology Policy	SL	Genevieve J. Knezo	Same	Same	Same
Specialist in Environmental Policy	SL	James E. McCarthy	Same	Same	Same
Specialist in Aerospace and Telecommunications	SL	Marcia S. Smith <sup>13</sup>	Same	Same	Vacant
Specialist in American Public Law	SL	Vacant	Same	Same	Same
Specialist in American Public Law	SL	Vacant	Same	Same	Same
Coordinator of Division Research and Specialist in Social Legislation	SL	Vacant	Same	Same	Same
Specialist in Health Policy	SL	Vacant	Same	Same	Same
Specialist in Income Maintenance	SL	Vacant	Same	Same	Same
Specialist in Education Finance	SL	Vacant	Same	Same	Same
Specialist in Immigration Policy	SL	Vacant	Same	Same	Same
Specialist in Social Legislation	SL	Vacant	Same	Same	Same

<u>As of October 1, 2005</u>			<u>As of September 30, 2006</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in U.S. Foreign Policy	SL	Vacant	Same	Same	Same
Specialist in National Defense	SL	Vacant	Same	Same	Same
Coordinator of Division Research and Specialist in National Security	SL	Vacant	Same	Same	Same
Specialist in American National Government and Public Administration	SL	Vacant	Same	Same	Same
Specialist in Economic Policy	SL	Vacant	Same	Same	Same
Specialist in Environmental Policy	SL	Vacant	Same	Same	Same
Specialist in Information Technology Policy	SL	Vacant	Same	Same	Same
Deputy Associate Director Office of Information Resources and Specialist in Social and Information Sciences	SL	Vacant	Same	Same	Same
Specialist in Earth Sciences	SL	Vacant	Same	Same	Same

<sup>1</sup> Reassigned to this position 05/14/2006.

<sup>2</sup> Reassigned to Office of Technology 04/16/2006.

<sup>3</sup> Reassigned to Office of Director 05/28/2006.

<sup>4</sup> Reassigned to Office of Director 09/17/2006.

<sup>5</sup> Transferred to LC - Law Library 03/05/2006.

<sup>6</sup> Reassigned to this position 09/17/2006.

<sup>7</sup> Reassigned to this position 05/28/2006.

<sup>8</sup> Reassigned to Associate Director Office of Legislative Information 05/14/2006.

<sup>9</sup> Appointed to this position 07/09/2006.

<sup>10</sup> Detailed to Assistant Director American Law Division 05/28/2006 to 01/22/2007. Larry M. Eig temporarily promoted to this position 05/28/2006 to 09/24/2006.

<sup>11</sup> Retired 09/15/2006.

<sup>12</sup> Edward F. Bruner detailed to this position 10/17/2004 nte 10/01/2005. Promoted to this position 10/02/2005.

<sup>13</sup> Retired 02/28/2006.



**G. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST  
PERSONNEL ACTIONS IN FY2006**

**Edward F. Bruner** detailed to Deputy Assistant Director Foreign Affairs, Defense and Trade Division and Specialist in Foreign Affairs 10/17/2004 to 10/01/2005. Promoted to this position 10/02/2005.

**Martha M. Dexter** reassigned to Associate Director Office of Legislative Information 05/14/2006.

**Richard C. Ehlke** reassigned to Senior Advisor to Director and Senior Specialist in American Public Law 05/28/2006.

**Larry M. Eig** temporarily promoted to Deputy Assistant Director American Law Division 05/28/2006 to 09/24/2006.

**Louis Fisher** transferred to LC - Law Library 03/05/2006.

**Arthur M. Graham** reassigned to Office of Technology 04/16/2006.

**Lizanne Dinoto Kelley** appointed to Deputy Associate Director Office of Congressional Affairs and Counselor to the Director 07/09/2006.

**Ellen M. Lazarus** detailed to Assistant Director American Law Division 05/28/2006 to 01/22/2007.

**P. Royal Shipp** reassigned to Senior Advisor to Director and Senior Specialist in Social Legislation 09/17/2006.

**Marcia S. Smith** retired 02/28/2006.

**L. Nye Stevens** retired 09/15/2006.

## H. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY2006

As of <u>October 1, 2005</u>		As of <u>September 30, 2006</u>	
<u>Position</u>	<u>Grade</u>	<u>Position</u>	<u>Grade</u>
Chief Legislative Information Officer	SL	Associate Director Office of Legislative Information	Same
Associate Director Office of Policy and Quality Assurance and Senior Specialist in Social and Information Sciences	SL	Deputy Associate Director Office of Congressional Affairs and Counselor to the Director	Same
Senior Specialist in Social Legislation	SL	Senior Advisor to Director and Senior Specialist in Social Legislation	Same
Senior Specialist in American Public Law (International)	SL	Senior Advisor to Director and Senior Specialist in American Public Law	Same

## I. NEW CRS PRODUCTS IN FY2006

This appendix contains CRS written and multimedia products prepared for the Congress in FY2006. The products are arranged alphabetically by selected categories and may appear in more than one category. Congressional users can view the full text of products by visiting the CRS website ([www.crs.gov](http://www.crs.gov)).

The appendix lists CRS products available for congressional distribution. It does not include the many CRS products prepared at the specific request of individual Members of Congress. These products are not disseminated further without the permission of the requesting office.

### Agriculture

Agricultural Export and Food Aid Programs, by Charles E. Hanrahan. 19 p . . . . . RL33553

Agricultural Research, Education, and Extension: Issues and Background, by Jean M. Rawson. 13 p . . . . . RL33327

Agriculture and Related Agencies: FY2007 Appropriations, by Jim Monke. 40 p . . . . . RL33412

Agriculture: A Glossary of Terms, Programs, and Laws, by Jasper Womach. 1 p . . . . . WP03001

Biotechnology in Animal Agriculture: Status and Current Issues, by Tadlock Cowan and Geoffrey S. Becker. 12 p . . . . . RL33334

California's San Joaquin Valley: A Region in Transition, by Tadlock Cowan. 353 p . . . . . RL33184

Dairy Policy Issues, by Ralph M. Chite. 13 p . . . . . RL33475

European Union Biofuels Policy and Agriculture: An Overview, by Randy Schnepf. 6 p . . . . . RS22404

Farm Commodity Programs: Direct Payments, Counter-Cyclical Payments, and Marketing Loans, by Jim Monke. 28 p . . . . . RL33271

Forestry in the Farm Bill, by Ross W. Gorte. 5 p . . . . . RS22329

The FY2007 Budget Request for the U.S. Department of Agriculture (USDA), by Jim Monke. 6 p . . . . . RS22382

*Harvey v. Veneman and the National Organic Program: A Legal Analysis*, by Stephen R. Vina. 7 p . . . . . RS22318

Price Determination in Agricultural Commodity Markets: A Primer, by Randy Schnepf. 38 p . . . . . RL33204

Sanitary and Phytosanitary (SPS) Concerns in Agricultural Trade, by Geoffrey S. Becker. 28 p . . . . . RL33472

Soil and Water Conservation: An Overview, by Jeffrey A. Zinn. 21 p . . . . . RL33556

Specialty Crops: 2007 Farm Bill Issues, by Jean M. Rawson. 10 p . . . . . RL33520

Sugar Policy Issues, by Remy Jurenas. 19 p . . . . . RL33541

U.S.-Canada Corn Trade Dispute, by Randy Schnepf. 6 p . . . . . RS22434

USDA Rural Housing Programs: An Overview, by Bruce E. Foote. 17 p . . . . . RL33421

WTO Doha Round: Agricultural Negotiating Proposals, by Charles Hanrahan and Randy Schnepf. 34 p . . . . . RL33144

### Appropriations

Agricultural Research, Education, and Extension: Issues and Background, by Jean M. Rawson. 13 p . . . . . RL33327

Agriculture and Related Agencies: FY2007 Appropriations, by Jim Monke. 40 p . . . . . RL33412

AIDS: The Ryan White CARE Act, by Judith A. Johnson and Paulette C. Morgan. 6 p . . . . . RL33279

ANWR and FY2006 Budget Reconciliation Legislation, by Bill Heniff, Jr. and M. Lynne Corn. 6 p . . . . . RS22304

Arctic National Wildlife Refuge (ANWR): Controversies for the 109th Congress, by M. Lynne Corn, Bernard A. Gelb and Pamela Baldwin. 18 p . . . . . RL33523

The Cost of Iraq, Afghanistan and Enhanced Base Security Since 9/11, by Amy Belasco. 20 p . . . . . RL33110

Defense: FY2007 Authorization and Appropriations, by Stephen Daggett. 27 p . . . . . RL33405

The Department of Housing and Urban Development: FY2007 Budget, by Maggie McCarty, Bruce E. Foote, Meredith Peterson, Eugene Boyd and Libby Perl. 22 p . . . . . RL33344



- District of Columbia: Appropriations for 2007,  
by Eugene Boyd and David Smole.  
19 p ..... RL33563
- Energy and Mineral Issues in the FY2006 Budget  
Reconciliation Bill, by Marc Humphries.  
3 p ..... RS22313
- Energy and Water Development: FY2007  
Appropriations, by Carl E. Behrens.  
35 p ..... RL33346
- Environmental Protection Agency: Highlights  
of the President's FY2007 Request, by  
David M. Bearden and Robert Esworthy.  
2 p ..... RS22386
- Federal Spending, by Philip D. Winters.  
13 p ..... RL33228
- Federal Spending Programs Exceeding \$10 Billion  
in Outlays in FY2005, by Philip D. Winters.  
2 p ..... RS22426
- Foreign Operations (House)/State, Foreign  
Operations, and Related Programs (Senate):  
FY2007 Appropriations, by Larry Nowels,  
Susan B. Epstein and Connie Veillette.  
53 p ..... RL33420
- FY2006 Homeland Security Grant Distribution  
Methods: Issues for the 109th Congress, by  
Shawn Reese. 13 p ..... RL33241
- FY2006 Supplemental Appropriations: Iraq and  
Other International Activities; Additional  
Katrina Hurricane Relief, by Paul M. Irwin  
and Larry Nowels. 45 p ..... RL33298
- The FY2007 Budget Request for the U.S.  
Department of Agriculture (USDA),  
by Jim Monke. 6 p ..... RS22382
- FY2007 Defense Budget Issues for Congress: Slides  
from a CRS Seminar, by Stephen Daggett,  
Charles A. Henning and Ronald O'Rourke.  
1 p ..... (WD00005
- The FY2007 National Defense Authorization Act:  
Selected Military Personnel Policy Issues, by  
Charles A. Henning, David F. Burrelli,  
Richard A. Best, Jr. and Lawrence Kapp.  
38 p ..... RL33571
- Health Professions Programs in Title VII and Title  
VIII of the Public Health Service Act:  
Appropriations Fact Sheet, by Bernice Reyes-  
Akinbileje and Mary Vennetta Wright.  
3 p ..... RS22438
- Historic Preservation: Background and Funding,  
by Susan Boren. 8 p ..... RL33617
- Homeland Security Department: FY2007  
Appropriations, by Jennifer E. Lake and  
Blas Nuñez-Neto. 65 p ..... RL33428
- Interior, Environment, and Related Agencies:  
FY2007 Appropriations, by Carol Hardy  
Vincent and Susan Boren. 66 p ... RL33399
- Judiciary Appropriations for FY2007, by  
Lorraine H. Tong. 13 p ..... RL33339
- Labor, Health and Human Services, and Education:  
FY2007 Appropriations, by Paul M. Irwin.  
36 p ..... RL33576
- Legislative Branch: FY2007 Appropriations,  
by Paul E. Dwyer and Ida A. Brudnick.  
24 p ..... RL33379
- Legislative Line Item Veto Act and Other Expedited  
Rescission Bills: Brief Overview, by  
Virginia A. McMurtry. 6 p ..... RS22425
- Legislative Line Item Veto Act of 2006:  
Comparison of Three Versions, by  
Virginia A. McMurtry. 6 p ..... RS22459
- Military Construction, Military Quality of Life and  
Veterans Affairs: FY2007 Appropriations, by  
Daniel H. Else, Sidath Viranga Panangala and  
Paul J. Graney. 20 p ..... RL33427
- Military Operations: Precedents for Funding  
Contingency Operations in Regular or in  
Supplemental Appropriations Bills, by  
Stephen Daggett. 6 p ..... RS22455
- Military Pay and Benefits: Key Questions and  
Answers, by Charles A. Henning.  
13 p ..... RL33446
- Military Retirement: Major Legislative Issues, by  
Charles A. Henning. 15 p ..... RL33449
- National Aeronautics and Space Administration:  
Overview, FY2007 Budget in Brief, and Key  
Issues for Congress, by Marcia S. Smith and  
Daniel Morgan. 6 p ..... RS22381
- National Park Management, by Carol Hardy  
Vincent, Susan Boren, Sandra L. Johnson and  
Ross W. Gorte. 15 p ..... RL33484
- SCHIP Original Allotments: Funding Formula  
Issues and Options, by Chris L. Peterson.  
23 p ..... RL33366
- Science, State, Justice, Commerce and Related  
Agencies (House)/Commerce, Justice, Science  
and Related Agencies (Senate): FY2007  
Appropriations, by Susan B. Epstein and  
M. Angeles Villarreal. 59 p ..... RL33470
- Supplemental Appropriations: Trends and  
Budgetary Impacts Since 1981, by Thomas L.  
Hungerford. 8 p ..... RL33134
- Transportation, the Treasury, Housing and Urban  
Development, the Judiciary, the District of  
Columbia, the Executive Office of the  
President, and Independent Agencies

- (TTHUD): FY2007 Appropriations, by David Randall Peterman and John Frittelli. 46 p ..... RL33551
- United Nations System Funding: Congressional Issues, by Marjorie Ann Browne. 26 p ..... RL33611
- Veterans' Medical Care: FY2007 Appropriations, by Sidath Viranga Panangala. 29 p ..... RL33409
- Budget**
- ANWR and FY2006 Budget Reconciliation Legislation, by Bill Heniff, Jr. and M. Lynne Corn. 6 p ..... RS22304
- The Budget for Fiscal Year 2007, by Philip D. Winters. 17 p ..... RL33282
- Budget Reconciliation Legislation in 2005, by Robert Keith. 26 p ..... RL33132
- Budget Reconciliation: Projections of Funding in the State Children's Health Insurance Program (SCHIP), by Chris L. Peterson. 14 p ..... RL33130
- Child Welfare: Foster Care and Adoption Assistance Provisions in the Budget Reconciliation Bills, by Emilie Stoltzfus. 10 p ..... RL33155
- Congressional Budget Actions in 2006, by Bill Heniff, Jr. 21 p ..... RL33291
- Congressional Budget Resolutions: Revisions and Adjustments, by Robert Keith. 18 p ..... RL33122
- Constitutionality of the Deficit Reduction Act of 2005: Litigation, by Thomas J. Nicola. 6 p ..... RS22507
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